

THE
EDUCATIONAL POLICY
OF THE
STATE IN INDIA

BEING
A REPRINT OF THE HALIFAX DESPATCH OF 1854, OF PORTIONS OF
THE REPORT OF THE EDUCATION COMMISSION, AND OF
THE ORDERS OF THE GOVERNMENT OF INDIA ON
THE COMMISSION'S REPORT AND ON
THE QUINQUENNIAL REPORT ON
EDUCATION UP TO 1897

WITH AN
INTRODUCTION

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CONTENTS.

	Page.
INTRODUCTION	
THE HALIFAX DESPATCH OF 1854	i—xxiv
EXTRACTS FROM THE EDUCATION COMMISSION'S REPORT...	1—93
APPENDICES—	
A. RECOMMENDATIONS OF THE EDUCATION COMMISSION.	97—112
B. THE ORDER OF THE GOVERNMENT OF INDIA ON THE COMMISSION'S REPORT113—133
C. THE ORDER OF THE GOVERNMENT OF INDIA ON COTTON'S QUINQUENNIAL REPORT...	...135—144

INTRODUCTION.

THE Spread of Education is one of the greatest wants of India. The want is being supplied but slowly. No doubt various agencies are at work which have done and are doing an appreciable proportion of what is needed. For two generations the British Government has had some sense of its responsibility in the matter and, both directly and indirectly, has been doing good work in the field of Education. In some districts, Native Governments and Native noblemen have provided means of instruction, or have given help to those who are earnest in providing them; while the services of many Missionary bodies have likewise been great in almost every corner of the land. These agencies have all been useful; but an immense deal remains to be done before education in India, as regards either its kind or its extent, reaches a standard that can be counted tolerable in a civilized and progressive community. Less than one-eighth of the number who would be at school in such a community, are receiving instruction of any kind whatever. There is no hope of the proper standard being reached until the people of India, or such portion of them at any rate as ought to be examples and leaders to the rest, exert themselves aright to secure enlightenment and training for a constantly increasing proportion of each generation as it rises. As the Education Commission, the most representative body that has dealt with this great subject, has wisely said: "Natives of India must constitute the most important of all agencies if educational means are ever to be co-extensive with educational wants. Other agencies may hold a prominent place for a time and may always find some place in a system in which great variety is on every ground desirable. But the higher Education of the country will not be on a basis that can be regarded as perman-

“ent or safe, nor will it receive the wide extension that is
“needed, until the larger part of it at all events is provided
“and managed by the people of the country for themselves.”

It is well that the people have begun to move in the required direction. Institutions for education maintained by Local and Municipal bodies are to a certain extent a sign of popular interest in the progress of enlightenment and of popular effort to promote it. And it is a still more hopeful sign that many institutions, of every grade from the lowest to the highest, have originated from non-official effort and are healthily maintained by it. Such institutions alone,—those under private managers, whether aided or unaided by the State,—afford anything approaching to an index of the extent to which the people of India are learning to feel the need for education and to endeavour to supply it for themselves. In this point of view it is satisfactory that, though some Provinces are extremely backward, yet in India as a whole the number of pupils being educated by private effort rose in the five years between 1891 and 1897 from 2,730,000 to 3,120,000*. Some portion of this increase, but not a very large one, is doubtless due to private effort in the hands of Missionary bodies. Apart from this, there is increase enough to show that the general public has begun to recognize its duty and to endeavour to discharge it. Still, it is no more than a beginning that has been made so long as only 12 per cent. of those who ought to be at school are attending any kind of educational institution. Indeed even this gives too favourable a view of the educational condition of the country. Burma is included in the figures on which this estimate is based, and education is much more widely diffused in Burma than in any part of India proper. Moreover the figures apply only to the Presidencies and Provinces of British India. In some of the Protected States education is comparatively by no means backward, but there can be no doubt that educational statistics for the whole 300 millions, or little less, that people India, would show a state of

* See the Quinquennial Report on Education : 1897.

matters considerably less favourable than is here set down. Even in the most advanced Provinces, such as Madras or Bombay, *three-fourths* of the boys of school-going age and all but a poor *twenty-fifth* of the girls are still growing up in complete ignorance of letters. In the most backward Province, only one boy is at school out of every *ten* who ought to be, and only one girl out of every *two hundred*. In some of the Protected States the state of matters is probably even worse. On the whole it is open to question whether the increasing educational effort which has undoubtedly been put forth in recent years does much more than keep pace with the steady growth of the population.

There is evident need of far greater effort, and the only effort that is likely to succeed is that of the people themselves. No other agency can work upon anything approaching to an adequate scale. For reasons of economy, and many other reasons which are set forth in the following pages, the direct efforts of Government to provide means of education ought steadily to diminish rather than increase. Chiefs and nobles may doubtless do more than they are doing, but the number of them prepared to make sacrifices for the general good is not large, and shows no great tendency to increase. Missionary bodies may do a good deal indirectly by stirring up Native Christians to be more earnest in helping to enlighten their countrymen at large, but are little likely to increase their direct efforts for the spread of education. In any case, the utmost they can do will but touch the fringe of so vast a problem. If India is ever to be educated in the measure that has been reached in Britain or the United States, in France or Germany, or any other of the countries alongside of which it should be the ambition of India to stand, there must manifestly be immensely more widespread effort on the part of the people themselves.

The question rises why, when the need for such effort is so patent, there should be so little of it, and why though it be increasing its increase should be so slow. The chief cause of the state of matters undoubtedly is merely *vis*

inertia, the inherent difficulty of getting a mighty mass to move along an unaccustomed path. As regards the removal of this main cause of the smallness of popular effort to roll away the ignorance that beclouds the land, there is nothing for it but to trust to the slow growth of public spirit and the slow effect of India's coming into closer contact with the peoples among whom the forces of modern civilization are most powerful. At the same time there are subsidiary causes of the backwardness of popular effort in behalf of education with which it may be possible to deal more summarily.

The most important of these contributory causes is the failure hitherto of the leaders of public opinion fully to understand the plan of the Government of India for dealing with the mass of ignorance by which every kind of progress is so grievously retarded, a failure which in its turn is very largely caused by the reluctance of the agents of Government itself to act along the lines laid down to guide them. The leading feature of the educational policy of the State is to encourage and honour all without exception who are willing to help to enlighten the country, and to aid their efforts both by pecuniary subvention and by wise guidance and inspection. The State most rightly desires to keep general control over education, but as rightly wishes to retire, not hastily or prematurely but as soon as it can do so without injury, from directly providing the means of education, and especially of education of the higher kind. It recognises that it must have the co-operation of every possible non-official agency if India is to be educated. It recognises also that so long as it takes part, or at any rate takes a large or prominent part, in supplying the educational institutions that are needed, there is little likelihood of private effort coming forward on an adequate scale. Men will not exert themselves, even for their own good, so long as they rely upon a powerful friend whom they fancy to be ready to do everything for them that they need. With this appeal for the help of non-official effort, which is the

most outstanding feature of the policy of the State, but few educational officials or educational departments sympathize. As a rule, their aim has been to maintain institutions of their own, or institutions which are so much under their control as to be at least *quasi*-departmental, and to treat everything as subordinate to the efficiency and prosperity of these institutions. If they have not wished to repress non-official aid in the instruction of the people, the cases are exceptional in which they have shown any eagerness to encourage it. Instances have not been wanting in which representatives of Government have grievously misrepresented it by stirring up opposition to some forms of private effort, and by endeavouring to cripple, if not to ruin, institutions under private managers which they have regarded as rivals to their own.

Such action, though by no means laudable, is not unnatural. The best excuse that can be made for it is brought forward by the Education Commission when it says, as may be seen in the following pages:—"To most men it is more satisfactory to work through agents that are under complete control than through those who have views of their own, and who cannot be wholly prevented from giving effect to them. . . . Moreover the spirit of attending to one's own more immediate duty is not unnatural. The Department was instructed to manage directly one set of schools, while it was only indirectly to control another. It could hardly be expected altogether to overcome the very natural tendency to give more sympathy and support to the former than to the latter, especially in cases where the latter were weak and backward, and not easily raised into useful models of efficient and thorough education. It could not in fact have risen at once to the level of the high position it was meant to hold, without greater breadth of view and a more confirmed habit of looking to broad results than it is safe to count on in a large and busy Department."

All this is extremely true. Nevertheless, since many, though not all, of the Local Governments have been

led to act on the narrow lines which Educational Officers and Departments too generally favour, the effect on the spread of education has been disastrous. The impression has come to prevail that those who make non-official efforts in behalf of education are opposing Government, and that those who wish to help the State or to receive honour from it must do all they can to favour institutions which the Departments manage and to discourage others. When such powerful influences and sentiments come in to reinforce the inevitable *vis inertiae*, it need cause little surprise that effort to remove the reproach of illiteracy is increasing with such regrettable slowness.

It is believed that good may be done by inviting the attention of the public to the real nature of the educational policy of the State. The Government of India, which alone represents the State or has a right to define its policy, invites all agencies and all parties, men of every class and of every creed, to co-operate with it in enlightening the people. It offers sympathy and aid to all. Its single stipulation is that all shall submit to so much guidance as is necessary for the due economy and wise direction of effort, and for the common good in every way. This is the broad and liberal policy which the Government of India not long ago expressed regret that so many of its officials, and even of its subordinate administrations, have failed to follow faithfully. To make the main features of this policy better known is the object of the present publication.

If this object be in any fair measure attained, it can hardly be but that those who sincerely wish India to pass into a higher stage of social and political life will become more ready than they have proved themselves as yet to sympathize with and encourage such private effort as exists, and to add very largely to its amount. The following is a very important passage in the Despatch which founded the Universities of India and laid down the lines on which the whole great scheme of education should be built. "We have, therefore, resolved to adopt in India the system of

**“ grants-in-aid which has been carried out in this country
“ with very great success ; and we confidently anticipate, by
“ thus drawing support from local resources, in addition to
“ contributions from the State, a far more rapid progress of
“ education than would follow a mere increase of expenditure
“ by the Government ; *while it possesses the additional ad-
“ vantage of fostering a spirit of reliance upon local exertions
“ and combination for local purposes, which is itself of no
“ mean importance to the well-being of a nation.*”** Those who wrote thus were in fullest sympathy with the desire that the people of India should become, as far as possible and as soon as possible, self-directing and, in every good sense, progressive. In their view, it is one of the first elements of progress that non-official should be preferred to official agency in that education which moulds the character and tendency of each generation as it rises. The call is therefore loud, as the opening which the State means to afford is great, for those who aspire to be leaders of the people to combine for the purpose of making steadily increasing provision for the spread of the enlightenment without which healthy progress is impossible. This volume consists of as full a collection as is consistent with its being of moderate size of documents fitted to show the essential features of the educational policy of the State.

The first in time, as in importance, is the Despatch of 1854, which has just been referred to as the foundation of the whole fabric of Indian Education. This great State paper was the guide of the Education Commission in framing the Report to which it is important that public attention should be drawn. In fact that Report does little more than point out in detail how the principles laid down in the Despatch may be best applied to practice.

The next, and largest, part of the present publication consists of those passages of the Commission's Report which cast most light upon what the policy of the State is meant to be. Those passages occur particularly in its eighth chapter, of which the greater part, together with a few

important paragraphs from other chapters, and with the whole of the Commission's recommendations, is here reprinted. All interested in education who have it in their power ought, however, to study the entire Report, or at all events Chapters IV, V, VI, and IX,—those which treat of Primary, Secondary, and Collegiate Education, and of the Education of Special Classes—together with the portions of Chapter VIII which are here omitted for the sake of brevity. A reprint of the entire Report, with its 700 folio pages and its vast array of Tables, would be too much for private resources, and would probably fall flat on account of its very weight. But it will be gratifying if this reproduction of the most immediately important parts of it should contribute to a revival of public interest in the whole ponderous volume in which every problem of Indian Education which had come to the front eighteen years ago is impartially and exhaustively discussed.

In the next place, this volume contains the Government Order of 23rd October 1884, which adopts almost every one of the suggestions and recommendations made in the Report, and practically converts it into an official and authoritative document. This Order gives a summary of the entire Report, and thus brings forward many important subjects with which the present publication does not deal.

Finally, it has been thought well to reprint the Order of the 28th October 1899, in which the Government of India takes stock of the progress of education since the Commission sat, and animadverts with conspicuous force and freedom on the extent to which its subordinates have come short of fully carrying out the policy laid down to guide them. Those who read this Order in the light of the portions of the Report of the Commission which are here reprinted, will need no comment to enable them to see that the theoretically accepted policy is still far from being practically applied in most of the Provinces of India.

DESPATCH OF 1854.

It appears to us that the present time, when by an Act of the Imperial Legislature the responsible trust of the Government of India has again been placed in our hands, is peculiarly suitable for the review of the progress which has already been made, the supply of existing deficiencies and the adoption of such improvements as may be best calculated to secure the ultimate benefit of the people committed to our charge.

Among many subjects of importance, none can have a stronger claim to our attention, than that of education. It is one of our most sacred duties to be the means, as far as in us lies, of conferring upon the natives of India those vast moral and material blessings which flow from the general diffusion of useful knowledge, and which India, may under Providence derive from her connexion with England. For, although British influence has already, in many remarkable instances, been applied with great energy and success to uproot demoralising practices, and even crimes of a deeper dye, which for ages had prevailed among the natives of India, the good results of those efforts must, in order to be permanent, possess the further sanction of a general sympathy in the native mind which the advance of education alone can secure.

PUBLIC LETTER TO BENGAL, 5TH SEPT. 1857.

We have, moreover, always looked upon the encouragement of education, as peculiarly important, because calculated "not only to produce a higher degree of intellectual fitness, but to save the moral character of those who partake of its advantages, and so to supply you with servants to whose probity you may with increased confidence commit offices of trust" in India, where the well-being of the people is so intimately connected with the truthfulness and ability of officers of every grade in all departments of the State.

Nor, while the character of England is deeply concerned in the success of our efforts for the promotion of education, are her material interests altogether unaffected by the advance of European knowledge in India. This knowledge will teach the natives of India the marvellous results of the employment of labour and capital, rouse them to emulate us in the development of the vast resources of their country, guide them in their efforts, and gradually, but certainly, confer upon them all the advantages which accompany the healthy increase of wealth and commerce; and, at the same time, secure to us a larger and more certain supply of many articles necessary for our manufactures and extensively consumed by all classes of our population, as well as an almost inexhaustible demand for the produce of British labour.

We have from time to time given careful attention and encouragement to the efforts which have hitherto been made for the spread of education; and we have watched with deep interest the practical results of the various systems by which these efforts have been directed. The periodical reports of the different Councils

and Boards of Education, together with other official communications upon the same subject, have put us in possession of full information as to those educational establishments which are under the direct control of Government; while the evidence taken before the Committees of both Houses of Parliament upon Indian affairs has given us the advantage of similar information with respect to exertions made for this purpose by persons unconnected with Government, and has also enabled us to profit by a knowledge of the views of those who are best able to arrive at sound conclusions upon the question of education generally.

Aided, therefore, by example, experience of the past, and the most competent advice for the future we are now in a position to decide on the mode in which the assistance of Government should be afforded to the more extended and systematic promotion of general education in India, and on the measures which should at once be adopted to that end.

Before proceeding further, we must emphatically declare that the education which we desire to see extended in India is that which has for its object the diffusion of the improved arts, science, philosophy, and literature of Europe; in short, of European knowledge.

The systems of science and philosophy which form the learning of the East abound with grave errors, and Eastern literature is at best very deficient as regards all modern discovery and improvements; Asiatic learning, therefore, however widely diffused, would but little advance our object. We do not wish to diminish the opportunities which are now afforded, in special institutions, for the study of Sanskrit, Arabic, and Persian literature, or for the cultivation of those languages, which may be called the classical languages of India. An acquaintance with the works contained in them is valuable for historical and antiquarian purposes, and a knowledge of the languages themselves is required in the study of Hindoo and Mahomedan law, and is also of great importance for the critical cultivation and improvement of the vernacular languages of India.

We are not unaware of the success of many distinguished Oriental scholars in their praiseworthy endeavours to engraft upon portions of Hindoo philosophy the germs of sounder morals and of more advanced science; and we are far from underrating the good effect which has thus been produced upon the learned classes of India, who pay hereditary veneration to those ancient languages, and whose assistance in the spread of education is so valuable, from the honourable and influential position which they occupy among their fellow-countrymen. But such attempts, although they may usefully co-operate, can only be considered as auxiliaries, and would be a very inadequate foundation for any general scheme of Indian education.

We have also received most satisfactory evidence of the high attainments in English literature and European science which have been acquired of late years by some of the natives of India. But this success has been confined to but a small number of persons; and we are desirous of extending far more widely the means of acquiring general European knowledge, of a less high order, but of such a character as may be practically useful to the people of India in their different spheres of life. To attain this end it is necessary, for the reasons which we have given above, that they should be made familiar with the works of European authors, and with the results of the thought and labour of Europeans on the subjects of every description upon which knowledge is to be imparted to them; and to extend the means of imparting this knowledge must be the *object* of any general system of education.

We have next to consider the manner in which our object is to be effected; and this leads us to the question of the *medium* through which knowledge is to be conveyed to the people of India. It has hitherto been necessary, owing to the want

of translations or adaptations of European works in the vernacular languages of India, and to the very imperfect shape in which European knowledge is to be found in any works in the learned languages of the East, for those who desired to obtain a liberal education, to begin by the mastery of the English language as a key to the literature of Europe; and a knowledge of English will always be essential to those natives of India who aspire to a high order of education.

In some parts of India, more especially in the immediate vicinity of the Presidency towns, where persons who possess a knowledge of English are preferred to others in many employments, public as well as private, a very moderate proficiency in the English language is often looked upon by those who attend school instruction as the end and object of their education, rather than as a necessary step to the improvement of their general knowledge. We do not deny the value in many respects of the mere faculty of speaking and writing English, but we fear that a tendency has been created in these districts unduly to neglect the study of the vernacular languages.

VERNACULAR INSTRUCTION.

It is neither our aim nor desire to substitute the English language for the vernacular dialects of the country. We have always been most sensible of the importance of the use of the languages which alone are understood by the great mass of the population. These languages, and not English, have been put by us in the place of Persian in the administration of justice, and in the intercourse between the officers of Government and the people. It is indispensable, therefore, that in any general system of education the study of them should be assiduously attended to. And any acquaintance with improved European knowledge which is to be communicated to the great mass of the people—whose circumstances prevent them from acquiring a high order of education, and who cannot be expected to overcome the difficulties of a foreign language—can only be conveyed to them through one or other of these vernacular languages.

In any general system of education, the English language should be taught where there is a demand for it; but such instruction should always be combined with a careful attention to the study of the vernacular language of the district, and with such general instruction as can be conveyed through that language. And while the English language continues to be made use of, as by far the most perfect *medium* for the education of those persons who have acquired a sufficient knowledge of it to receive general instruction *through* it, the vernacular languages must be employed to teach the far larger classes who are ignorant of, or imperfectly acquainted with, English. This can only be done effectually through the instrumentality of masters and professors, who may, by themselves knowing English, and thus having full access to the latest improvements in knowledge of every kind, impart to their fellow-countrymen, through the medium of their mother-tongue the information which they have thus obtained. At the same time, and as the importance of the vernacular languages becomes more appreciated, the vernacular literatures of India will be gradually enriched by translations of European books, or by the original compositions of men whose minds have been imbued with the spirit of European advancement, so that European knowledge may gradually be placed in this manner within the reach of all classes of the people. We look, therefore, to the English language and to the vernacular languages of India together, as the *media* for the diffusion of European knowledge, and it is our desire to see them cultivated together in all schools in India of a sufficiently high class to maintain a schoolmaster possessing the requisite qualifications.

We proceed now to the machinery which we propose to establish for the superintendence and direction of education. This has hitherto been exercised, in our

Presidencies of Bengal, Madras, and Bombay, by Boards and Councils of Education, composed of European and Native gentlemen, who have devoted themselves to this duty with no other remuneration than the consciousness of assisting the progress of learning and civilisation; and, at the same time, with an earnestness and ability which must command the gratitude of the people of India, and which will entitle some honoured names amongst them to a high place among the benefactors of India and of the human race.

The Lieutenant-Governor of Agra has, since the separation of the educational institutions of the North-Western Provinces from those of Bengal, taken upon himself the task of their management; and we cannot allow this opportunity to pass without the observation that, in this, as in all other branches of his administration, Mr. Thomas displayed that accurate knowledge of the condition and requirements of the people under his charge, and that clear and ready perception of the practical measures best suited for their welfare, which make his death a loss to India, which we deplore the more deeply as we fear that his unremitting exertions tended to shorten his career of usefulness.

DEPARTMENT OF EDUCATION TO BE FORMED.

We desire to express to the present Boards and Councils of Education our sincere thanks for the manner in which they have exercised their functions, and we still hope to have the assistance of the gentlemen composing them in furtherance of a most important part of our present plan; but, having determined upon a very considerable extension of the general scope of our efforts, involving the simultaneous employment of different agencies, some of which are now wholly neglected, and others but imperfectly taken advantage of by Government, we are of opinion that it is advisable to place the superintendence and direction of education upon a more systematic footing, and we have therefore determined to create an Educational Department, as a portion of the machinery of our Governments in the several Presidencies of India. We accordingly propose that an officer shall be appointed for each Presidency and Lieutenant-Governorship, who shall be specially charged with the management of the business connected with education and be immediately responsible to Government for its conduct.

INSPECTORS.

An adequate system of inspection will also, for the future, become an essential part of our educational system; and we desire that a sufficient number of qualified Inspectors be appointed, who will periodically report upon the state of those colleges and schools which are now supported and managed by Government, as well as of such as will hereafter be brought under Government inspection, by the measures that we propose to adopt. They will conduct, or assist at, the examination of the scholars at these institutions, and generally, by their advice, aid the managers and schoolmasters in conducting colleges and schools of every description throughout the country. They will necessarily be of different classes, and may possess different degrees of acquirement, according to the higher or lower character of the institutions which they will be employed to visit; but we need hardly say that even for the proper inspection of the lower schools, and with a view to their effectual improvement, the greatest care will be necessary to select persons of high character and fitting judgment for such employment. A proper staff of clerks and other officers will, moreover, be required for the educational departments.

REPORTS.

Reports of the proceedings of the inspectors should be made periodically, and these again should be embodied in the annual reports of the heads of the educational

departments, which should be transmitted to us, together with statistical returns (to be drawn up in similar forms in all parts of India), and other information of a general character relating to education.

PROVISIONAL ARRANGEMENTS TO BE AT ONCE MADE AT MADRAS, &c.

We shall send copies of this dispatch to the Government of Fort St. George and of Bombay, and direct them at once to make provisional arrangements for the superintendence and inspection of education in their respective Presidencies. Such arrangements as they may make will be reported to you for sanction. You will take similar measures in communication with the Lieutenant-Governors of Bengal and of Agra, and you will also provide in such manner as may seem advisable for the wants of the non-regulation Provinces in this respect. We desire that your proceedings in this matter may be reported to us with as little delay as possible; and we are prepared to approve of such an expenditure as you may deem necessary for this purpose.

In the selection of the heads of the educational departments, the inspectors, and other officers, it will be of the greatest importance to secure, the services of persons who are not only best able, from their character, position, and acquirements, to carry our objects into effect, but who may command the confidence of the natives of India. It may perhaps be advisable that the first heads of the educational department, as well as some of the inspectors, should be members of our civil service; as such appointments in the first instance would tend to raise the estimation in which these offices will be held, and to show the importance we attach to the subject of education, and also as amongst them you will probably find the persons best qualified for the performance of the duty. But we desire that neither these offices, nor any others connected with education, shall be considered as necessarily to be filled by members of that service, to the exclusion of others, Europeans or Natives, who may be better fitted for them; and that, in any case, the scale of their remuneration shall be so fixed as publicly to recognise the important duties they will have to perform.

We now proceed to sketch out the general scheme of the measures which we propose to adopt. We have endeavoured to avail ourselves of the knowledge which has been gained from the various experiments which have been made in different parts of India for the encouragement of education; and we hope, by the more general adoption of those plans which have been carried into successful execution in particular districts, as well as by the introduction of other measures which appear to be wanting, to establish such a system as will prove generally applicable throughout India, and thus to impart to the educational efforts of our different Presidencies a greater degree of uniformity and method than at present exists.

We are fully aware that no general scheme would be applicable in all its details to the present condition of all portions of our Indian territories, differing so widely as they do, one from another, in many important particulars. It is difficult, moreover, for those who do not possess a recent and practical acquaintance with particular districts to appreciate the importance which should be attached to the feelings and influences which prevail in each; and we have, therefore, preferred confining ourselves to describing generally what we wish to see done, leaving to you, in communication with the several local Governments, to modify particular measures so far as may be required, in order to adapt them to different parts of India.

UNIVERSITIES.

Some years ago, we declined to accede to a proposal made by the Council of Education, and transmitted to us, with the recommendation of your Government, for the institution of an University in Calcutta. The rapid spread of a liberal education

among the natives of India since that time, the high attainments shown by the native candidates for Government scholarships, and by native students in private institutions, the success of the Medical Colleges, and the requirements of an increasing European and Anglo-Indian population, have led us to the conclusion that the time is now arrived for the establishment of Universities in India, which may encourage a regular and liberal course of education, by conferring Academical degrees as evidences of attainments in the different branches of art and science, and by adding marks of honor for those who may desire to compete for honorary distinction.

The Council of Education, in the proposal to which we have alluded, took the London University as their model; and we agree with them, that the form, government, and functions of that University (copies of whose charters and regulations we enclose for your reference) are the best adapted to the wants of India, and may be followed with advantage, although some variation will be necessary in points of detail.

The Universities in India will accordingly consist of a Chancellor, Vice-Chancellor, and Fellows, who will constitute a Senate. The Senates will have the management of the funds of the Universities, and frame regulations for your approval, under which periodical examinations may be held in the different branches of art and science, by examiners selected from their own body, or nominated by them.

DEGREES.

The function of the Universities will be to confer degrees upon such persons as, having been entered as candidates according to the rules which may be fixed in this respect, and having produced, from any of the "affiliated institutions," which will be enumerated on the foundation of the Universities, or be from time to time added to them by Government, certificates of conduct; and of having pursued a regular course of study for a given time, shall have also passed at the Universities such an examination as may be required of them. It may be advisable to dispense with the attendance required at the London University for the matriculation examination, and to substitute some mode of entrance examination which may secure a certain amount of knowledge in the candidates for degrees, without making their attendance at the Universities necessary, previous to the final examination.

The examinations for degrees will not include any subjects connected with religious belief; and the affiliated institutions will be under the management of persons of every variety of religious persuasion. As in England, various institutions in immediate connexion with the Church of England, the Presbyterian College at Caermarthen, the Roman-Catholic College at Oscott, the Wesleyan College at Sheffield, the Baptist College at Bristol, and the Countess of Huntingdon's College at Cheshunt, are among the institutions from which the London University is empowered to receive certificates for degrees. So in India, institutions conducted by all denominations of Christians, Hindoos, Mahomedans, Parsees, Sikhs, Bhuddists, Jains, or any other religious persuasions, may be affiliated to the Universities, if they are found to afford the requisite course of study, and can be depended upon for the certificates of conduct which will be required.

STANDARD.

The detailed regulations for the examination for degrees should be framed with a due regard for all classes of the affiliated institutions; and we will only observe upon this subject, that the standard for common degrees will require to be fixed with very great judgment. There are many persons who will deserve the distinction of an Academical degree, as the recognition of a liberal education, who could not

hope to obtain it, if the examination was as difficult as that for the Senior Government Scholarships; and the standard required should be such as to command respect, without discouraging the efforts of deserving students, which would be a great obstacle to the success of the Universities. In the competitions for honours, which, as in the London University, will follow the examinations for degrees, care should be taken to maintain such a standard as will afford a guarantee for high ability and valuable attainments; the subjects for examination being so selected as to include the best portions of the different schemes of study pursued at the affiliated institutions.

PROFESSORSHIPS.

It will be advisable to institute, in connexion with the Universities, Professorships for the purpose of the delivery of lectures in various branches of learning, for the acquisition of which, at any rate in an advanced degree, facilities do not now exist in other institutions in India. Law is the most important of these subjects; and it will be for you to consider whether, as was proposed in the plan of the Council of Education to which we have before referred, the attendance upon certain lectures, and the attainment of a degree in law, may not, for the future, be made a qualification for Vakeels and Moonsiffs, instead of, or in addition to, the present system of examination, which must, however, be continued in places not within easy reach of an University.

CIVIL ENGINEERING.

Civil Engineering is another subject of importance, the advantages of which, as a profession, are gradually becoming known to the natives of India; and while we are inclined to believe that instruction of a practical nature, such as is given at the Thomason College of Civil Engineering at Roorkee, is far more useful than any lectures could possibly be, professorships of Civil Engineering might perhaps be attached to the Universities, and Degrees in Civil Engineering be included in their general scheme.

LANGUAGES.

Other branches of useful learning may suggest themselves to you, in which it might be advisable that lectures should be read, and special degrees given; and it would greatly encourage the cultivation of the vernacular languages of India that Professorships should be founded for those languages, and, perhaps, also for Sanskrit, Arabic, and Persian. A knowledge of the Sanskrit language, the root of the vernaculars of the greater part of India, is more especially necessary to those who are engaged in the work of composition in those languages; while Arabic, through Persian, is one of the component parts of the Urdu language, which extends over so large a part of Hindostan and is, we are informed, capable of considerable development. The grammar of these languages, and their application to the improvement of the spoken languages of the country, are the points to which the attention of these Professors should be mainly directed; and there will be an ample field for their labours unconnected with any instruction in the tenets of the Hindoo or Mahomedan religions. We should refuse to sanction any such teaching, as directly opposed to the principle of religious neutrality to which we have always adhered.

We desire that you take into your consideration the institution of Universities at Calcutta and Bombay, upon the general principles which we have now explained to you, and report to us upon the best method of procedure, with a view to their incorporation by Acts of the Legislative Council of India. The offices of Chancellor and Vice-Chancellor will naturally be filled by persons of high station, who have shown an interest in the cause of education; and it is in connexion with the Universities that we propose to avail ourselves of the services of the existing Council

of Education at Calcutta, and Board of Education at Bombay. We wish to place these gentlemen in a position which will not only mark our sense of the exertions which they have made in furtherance of education, but will give it the benefit of their past experience of the subject. We propose, therefore, that the Council of Education at Calcutta, and the Board of Education at Bombay, with some additional members to be named by the Government, shall constitute the Senate of the University at each of those Presidencies.

The additional members should be so selected as to give to all those who represent the different systems of education which will be carried on in the affiliated Institutions—including Natives of India, of all religious persuasions, who possess the confidence of the native communities—a fair voice in the Senates. We are led to make these remarks, as we observe that the plan of the Council of Education, in 1845, for the constitution of the Senate of the proposed Calcutta University, was not sufficiently comprehensive.

We shall be ready to sanction the creation of an University at Madras, or in any other part of India, where a sufficient number of institutions exist from which properly qualified candidates for degrees could be supplied; it being in our opinion advisable that the great centres of European government and civilisation in India should possess Universities similar in character to those which will now be founded, as soon as the extension of a liberal education shows that their establishment would be of advantage to the native communities.

Having provided for the general superintendence of education, and for the institution of Universities, not so much to be in themselves places of instruction, as to test the value of the education obtained elsewhere, we proceed to consider, first, the different classes of colleges, and schools, which should be maintained in simultaneous operation, in order to place within the reach of all classes of the natives of India the means of obtaining improved knowledge suited to their several conditions of life; and, secondly, the manner in which the most effectual aid may be rendered by Government to each class of educational institutions.

The candidates for University degrees will, as we have already explained, be supplied by Colleges affiliated to the Universities. These will comprise all such institutions as are capable of supplying a sufficiently high order of instruction in the different branches of art and science, in which University degrees will be accorded. The Hindoo, Hooghly, Dacca, Kishnagur, and Berhampore Government Anglo-vernacular Colleges, the Sanskrit College, the Mahomedan Madrassas, and the Medical College, in Bengal; the Elphinstone Institution, the Poonah College, and the Grant Medical College; in Bombay; the Delhi, Agra, Benares, Bareilly, and Thomason Colleges, in the North-Western Provinces; seminaries, such as the Oriental Seminary in Calcutta, which have been established by highly educated natives, a class of places of instruction which we are glad to learn is daily increasing in numbers and efficiency; those which, like the Parental Academy, are conducted by East Indians; Bishop's College, the General Assembly's Institution, Dr. Duff's College, the Baptist College at Serampore, and other institutions under the superintendence of different religious bodies and Missionary Societies: will, at once, supply a considerable number of educational establishments, worthy of being affiliated to the Universities, and of occupying the highest place in the scale of general instruction.

The affiliated institutions will be periodically visited by Government Inspectors; and a spirit of honorable rivalry, tending to preserve their efficiency, will be promoted by this, as well as by the competition of their most distinguished students for university honours. Scholarships should be attached to them, to be held by the best students of lower schools; and their scheme of education should provide for the

Anglo-Vernacular colleges, for a careful cultivation of the vernacular languages; and, in the Oriental colleges, for sufficient instruction in the English and vernacular languages, so as to render the studies of each most available for that general diffusion of European knowledge which is the main object of education in India.

It is to this class of institutions that the attention of Government has hitherto been principally directed, and they absorb the greater part of the public funds which are now applied to educational purposes. The wise abandonment of the early views with respect to native education, which erroneously pointed to the classical languages of the East as the *Media* for imparting European knowledge, together with the small amount of pecuniary aid which, in the then financial condition of India, was at your command, has led, we think, to too exclusive a direction of the efforts of Government towards providing the means of acquiring a very high degree of education for a small number of natives of India, drawn, for the most part, from what we should here call the higher classes.

It is well that every opportunity should have been given to those classes for the acquisition of a liberal European education, the effects of which may be expected slowly to pervade the rest of their fellow-countrymen, and to raise, in the end, the educational tone of the whole country. We are, therefore, far from underrating the importance, or the success, of the efforts which have been made in this direction; but the higher classes are both able and willing, in many cases, to bear a considerable part at least of the cost of their education; and it is abundantly evident that in some parts of India no artificial stimulus is any longer required in order to create a demand for such an education as is conveyed in the Government Anglo-Vernacular Colleges. We have, by the establishment and support of these colleges, pointed out the manner in which a liberal education is to be obtained, and assisted them to a very considerable extent from the public funds. In addition to this, we are now prepared to give by sanctioning the establishment of Universities, full development to the highest course of education to which the natives of India, or of any other country, can aspire; and besides, by the division of University degrees and distinctions into different branches, the exertions of highly educated men will be directed to the studies which are necessary to success in the various active professions of life. We shall, therefore, have done as much as a Government can do to place the benefits of education plainly and practically before the higher classes in India.

EDUCATION OF THE MASS OF THE PEOPLE.

Our attention should now be directed to a consideration if possible, still more important, and one which has been hitherto, we are bound to admit, too much neglected; namely, how useful and practical knowledge, suited to every station in life, may be best conveyed to the great mass of the people, who are utterly incapable of obtaining any education worthy of the name by their own unaided efforts; and we desire to see the active measures of Government more especially directed, for the future, to this object, for the attainment of which we are ready to sanction a considerable increase of expenditure.

Schools—whose object should be, not to train highly a few youths, but to provide more opportunities than now exist for the acquisition of such an improved education as will make those who possess it more useful members of society in every condition of life—should exist in every district in India. These schools should be subject to constant and careful inspection; and their pupils might be encouraged by Scholarships being instituted at other institutions which would be tenable as rewards for merit by the best of their number.

We include in this class of institutions those which, like the Zillah schools of Bengal, the District Government Anglo-Vernacular Schools of Bombay, and such as

have been established by the Rajah of Burdwan and other native gentlemen in different parts of India, use the English language as the chief medium of instruction; as well as others of an inferior order, such as the Tahsili schools in the North-Western Provinces, and the Government Vernacular Schools in the Bombay Presidency, whose object is, however imperfectly it has been as yet carried out, to convey the highest class of instruction which can now be taught through the medium of the Vernacular languages.

We include these Anglo-Vernacular and Vernacular Schools in the same class, because we are unwilling to maintain the broad line of separation which at present exists between schools in which the *Media* for imparting instruction differ. The knowledge conveyed is, no doubt, at the present time, much higher in the Anglo-Vernacular than in the Vernacular Schools; but the difference will become less marked, and the latter more efficient, as the gradual enrichment of the Vernacular languages in works of education allows their schemes of study to be enlarged, and as a more numerous class of schoolmasters is raised up able to impart a superior education.

It is indispensable, in order fully and efficiently to carry out our views as to these schools, that their masters should possess a knowledge of English in order to acquire, and of the Vernaculars so as readily to convey, useful knowledge to their pupils; but we are aware that it is impossible to obtain at present the services of a sufficient number of persons so qualified, and that such a class must be gradually collected, and trained in the manner to which we shall hereafter allude. In the meantime you must make the best use which is possible of such instruments as are now at your command.

Lastly, what have been termed indigenous schools should by wise encouragement, such as has been given under the system organised by Mr. Thomason in the North-Western Provinces, and which has been carried out in eight districts under the able direction of Mr. H. S. Reid in an eminently practical manner, and with great promise of satisfactory results, be made capable of imparting correct elementary knowledge to the great mass of the people. The most promising pupils of these schools might be rewarded by Scholarships in places of education of a superior order.

Such a system as this, placed in all its degrees under efficient inspection; beginning with the humblest elementary instruction, and ending with the University test of a liberal education the best students in each class of schools being encouraged by the aid afforded them towards obtaining a superior education as the reward of merit, by means of such a system of Scholarships as we shall have to describe, would, we firmly believe, impart life and energy to education in India, and lead to a gradual, but steady, extension of its benefits to all classes of the people.

When we consider the vast population of British India, and the sums which are now expended upon educational efforts, which, however successful in themselves, have reached but an insignificant number of those who are of a proper age to receive school instruction, we cannot but be impressed with the almost insuperable difficulties which would attend such an extension of the present system of education by means of Colleges and Schools entirely supported at the cost of Government, as might be hoped to supply, in any reasonable time, so gigantic a deficiency, and to provide adequate means for setting on foot such a system as we have described, and desire to see established.

Nor is it necessary that we should depend entirely upon the direct efforts of Government. We are glad to recognise an increased desire on the part of the native

population, not only in the neighbourhood of the great centres of European civilisation, but also in remoter districts, for the means of obtaining a better education; and we have evidence in many instances of their readiness to give a practical proof of their anxiety in this respect by coming forward with liberal pecuniary contributions. Throughout all ages, learned Hindoos and Mahomedans have devoted themselves to teaching, with little other remuneration than a bare subsistence; and munificent bequests have not unfrequently been made for the permanent endowment of educational institutions.

At the same time, in so far as the noble exertions of societies of Christians of all denominations to guide the natives of India in the way of religious truth, and to instruct uncivilised races, such as those found in Assam, in the Coorsya, Garrow, and Rajamchal Hills, and in various districts of Central and Southern India (who are in the lowest condition of ignorance, and are either wholly without a religion, or are the slaves of a degrading and barbarous superstition), have been accompanied, in their educational establishments, by the diffusion of improved knowledge, they have largely contributed to the spread of that education which it is our object to promote.

BY OTHER THAN GOVERNMENT AGENCY.

The consideration of the impossibility of Government alone doing all that must be done in order to provide adequate means for the education of the natives of India, and of the ready assistance which may be derived from efforts which have hitherto received but little encouragement from the State, has led us to the natural conclusion that the most effectual method of providing for the wants of India in this respect will be to combine with the agency of the Government the aid which may be derived from the exertions and liberality of the educated and wealthy natives of India, and of other benevolent persons.

TO BE ENCOURAGED BY GRANTS-IN-AID.

We have, therefore, resolved to adopt in India the system of grants-in-aid, which has been carried out in this country with very great success; and we confidentially anticipate, by thus drawing support from local resources, in addition to contributions from the State, a far more rapid progress of education than would follow a mere increase of expenditure by the Government; while it possesses the additional advantage of fostering a spirit of reliance upon local exertions and combination for local purposes, which is of itself of no mean importance to the well-being of a nation.

The system of grants-in-aid which we propose to establish in India, will be based on an entire abstinence from interference with the religious instruction conveyed in the schools assisted. Aid will be given (so far as the requirements of each particular district, as compared with others, and the funds at the disposal of Government may render it possible) to all schools which impart a good secular education, provided that they are under adequate local management (by the term "local management," we understand one or more persons, such as private patrons, voluntary subscribers, or the Trustees of endowments, who will undertake the general superintendence of the school, and be answerable for its permanence for some given time); and provided also that their managers consent that the schools shall be subject to Government inspection, and agree to any conditions which may be laid down for the regulation of such grants.

FEES HOWEVER SMALL TO BE REQUIRED.

It has been found by experience, in this and in other countries, that not only is an entirely gratuitous education valued far less by those who receive it than one

for which some payment, however small, is made, but that the payment induces a more regular attendance, and greater exertion, on the part of the pupils; and, for this reason, as well as because school fees themselves, insignificant as they may be in each individual instance, will, in the aggregate, when applied to the support of a better class of masters, become of very considerable importance, we desire that grants-in-aid shall, as a general principle, be made to such schools only (with the exception of normal schools) as require some fee, however small, from their scholars.

Careful considerations will be required in framing rules for the administration of the grants; and the same course should be adopted in India which has been pursued with obvious advantage by the Committee of Council here, namely, to appropriate the grants to *specific objects*, and not (except, perhaps, in the case of normal schools) to apply them in the form of simple contributions in aid of the general expenses of a school. The augmentation of the salaries of the head teachers, and the supply of junior teachers, will probably be found in India, as with us, to be the most important objects to which the grants can ordinarily be appropriated. The foundation, or assistance in the foundation, of Scholarships for candidates from lower schools, will also be a proper object for the application of grants-in-aid. In some cases, again, assistance towards erecting, or repairing a school, or the provision of an adequate supply of school books, may be required; but the appropriation of the grant in each particular instance should be regulated by the peculiar circumstances of each school and district.

The amount, and continuance of the assistance given will depend upon the periodical reports of Inspectors, who will be selected with special reference to their possessing the confidence of the native communities. In their periodical inspections, *no notice whatsoever* should be taken by them of the religious doctrines which may be taught in any school; and their duty should be strictly confined to ascertaining whether the secular knowledge conveyed is such as to entitle it to consideration in the distribution of the sum which will be applied to grants-in-aid. They should also assist in the establishment of schools, by their advice, wherever they may have opportunities of doing so.

We confide the practical adaptation of the general principles we have laid down as to grants-in-aid to your discretion, aided by the educational departments of the different Presidencies. In carrying into effect our views, which apply alike to all schools and institutions, whether male or female, Anglo-Vernacular or vernacular, it is of the greatest importance that the conditions under which schools will be assisted should be clearly and publicly placed before the natives of India. For this purpose Government notifications should be drawn up, and promulgated, in the different Vernacular languages. It may be advisable distinctly to assert in them the principle of perfect religious neutrality on which the grants will be awarded; and care should be taken to avoid holding out expectations which from any cause, may be liable to disappointment.

There will be little difficulty in the application of this system of grants-in-aid to the higher order of places of instruction in India in which English is at present the medium of education.

Grants-in-aid will also at once give assistance to all such Anglo-Vernacular and Vernacular Schools as impart a good elementary education; but we fear that the number of this class of schools is at present inconsiderable, and that such as are in existence require great improvement.

A more minute and constant local supervision than would accompany the general system of grants-in-aid will be necessary in order to raise the character of the "indigenous schools," which are, at present, not only very inefficient in quality,

but of exceedingly precarious duration, as is amply shown by the statistics collected by Mr. Adam in Bengal and Behar, and from the very important information we have received of late years from the North-Western Provinces. In organising such a system, we cannot do better than to refer you to the manner in which the operations of Mr. Reid have been conducted in the North-Western Provinces, and to the instructions given by him to the Zillah and Pergunnah Visitors, and contained in the Appendix to his First Report.

GOVERNMENT SCHOOLS NOT TO BE ESTABLISHED WHERE OTHER EFFICIENT
SCHOOLS ALREADY EXIST.

We desire to see local management under Government inspection, and assisted by grants-in-aid, taken advantage of wherever it is possible to do so, and that no Government Colleges or Schools shall be founded, for the future, in any district where a sufficient number of institutions exist, capable, with assistance from the State, of supplying the local demand for education. But, in order fully to carry out the views we have expressed with regard to the adequate provision of schools throughout the country, it will probably be necessary, for some years, to supply the wants of particular parts of India by the establishment, temporary support, and management of places of education of every class in districts where there is a little or no prospect of adequate local efforts being made for this purpose, but where, nevertheless, they are urgently required.

We look forward to the time when any general system of education entirely provided by Government may be discontinued, with the gradual advance of the system of grants-in-aid, and when many of the existing Government institutions, especially those of the higher order, may be safely closed, or transferred to the management of local bodies under the control of, and aided by, the State. But it is far from our wish to check the spread of education in the slightest degree by the abandonment of a single school to probable decay; and we, therefore, entirely confide in your discretion, and in that of the different local authorities while keeping this object steadily in view, to act with caution, and to be guided by special reference to the particular circumstances which affect the demand for education in different parts of India.

SCHOLARSHIPS TO BE ESTABLISHED.

The system of free and stipendiary Scholarships, to which we have already more than once referred as a connecting link between the different grades of educational institutions, will require some revision and extension in carrying out our enlarged educational plans. We wish to see the object proposed by Lord Auckland, in 1839, "of connecting the Zillah schools with the central colleges, by attaching to the latter Scholarships to which the best scholars of the former might be eligible," more fully carried out; and also, as the measures we now propose assume an organised form, that the same system may be adopted with regard to schools of a lower description, and that the best pupils of the inferior schools shall be provided for by means of Scholarships in schools of a higher order, so that superior talent in every class may receive that encouragement and development which it deserves. The amount of the stipendiary Scholarships should be fixed at such a sum as may be considered sufficient for the maintenance of the holders of them at the Colleges or Schools to which they are attached, and which may often be at a distance from the home of the students. We think it desirable that this system of Scholarships should be carried out, not only in connexion with those places of education which are under the immediate superintendence of the State, but in all educational Institutions which will now be brought into our general system.

We are, at the same time, of opinion that the expenditure upon existing Government Scholarships, other than those to which we have referred, which amounts to a considerable sum, should be gradually reduced, with the requisite regard for the claims of the present holders of them. The encouragement of young men of ability, but of slender means, to pursue their studies, is no doubt both useful and benevolent, and we have no wish to interfere with private endowments which have been devoted to so laudable an object, or to withdraw the additions which may have been made by us to any such endowments. But the funds at the disposal of Government are limited, and we doubt the expediency of applying them to the encouragement of the acquisition of learning, by means of stipends which not only far exceed the cost of the maintenance of the student, but in many cases are above what he could reasonably expect to gain on entering the public service, or any of the active professions of life.

We shall, however, offer encouragement to education which will tend to more practical results than those Scholarships. By giving to persons who possess an aptness for teaching, as well as the requisite standard of acquirements, and who are willing to devote themselves to the profession of schoolmaster, moderate monthly allowances for their support during the time which it may be requisite for them to pass in normal schools, or classes, in order to acquire the necessary training, we shall assist many deserving students to qualify themselves for a career of practical usefulness, and one which will secure them an honorable competence through life. We are also of opinion, that admission to places of instruction, which, like the Medical and Engineering Colleges, are maintained by the State, for the purpose of educating persons for special employment under Government, might be made the rewards of industry and ability, and thus supply a practical encouragement to general education, similar to that which will be afforded by the educational service.

The establishment of Universities will offer considerable further inducements for the attainment of high proficiency, and thus supply the place of the present Senior Scholarships, with this additional advantage, that a greater number of subjects in which distinction can be gained will be offered to the choice of students than can be comprised in one uniform examination for a Scholarship, and that their studies will thus be practically directed into channels which will aid them in the different professions of life which they may afterwards adopt.

In England, when systematic attempts began to be made for the improvement of education, one of the chief defects was found to be the insufficient number of qualified Schoolmasters, and the imperfect method of teaching which prevailed. This led to the foundation of Normal and Model schools for the training of masters, and the exemplification of the best methods for the organisation, discipline, and instruction of elementary schools. This deficiency has been the more palpably felt in India, as the difficulty of finding persons properly educated for the work of tuition is greater; and we desire to see the establishment, with as little delay as possible, of training schools, and classes, for masters, in each Presidency in India. It will probably be found that some of the existing institutions may be adapted, wholly or partially, to this purpose, with less difficulty than would attend the establishment of entirely new schools.

We cannot do better than refer you to the plan which has been adopted in Great Britain for this object, and which appears to us to be capable of easy adaptation to India. It mainly consists, as you will perceive on reference to the Minutes of the Committee of Council, copies of which we enclose, in the selection and stipend of pupil teachers (awarding a small payment to the masters of the schools in which they are employed, for their instruction out of school hours); their ultimate removal, if they prove worthy, to Normal Schools; the issue to them of certificates, on the

completion of their training in those normal schools; and in securing to them a sufficient salary when they are afterwards employed as Schoolmasters. This system should be carried out in India, both in the Government colleges and schools, and, by means of grants-in-aid, in all institutions which are brought under Government inspection. The amount of the stipends to pupil teachers and students at normal schools should be fixed with great care. The former should receive moderate allowances rather above the sums which they would earn if they left school, and the stipends to the latter should be regulated by the same principle which we have laid down with respect to scholarships.

You will be called upon, in carrying these measures into effect, to take into consideration the position and prospects of the numerous class of natives of India who are ready to undertake the important duty of educating their fellow-countrymen. The late extension of the pension regulations of 1831 to the educational service may require to be adapted to the revised regulations in this respect; and our wish is that the profession of schoolmaster may, for the future, afford inducements to the natives of India such as are held out in other branches of the public service. The provision of such a class of schoolmasters as we wish to see must be a work of time; and, in encouraging the "indigenous schools," our present aim should be to improve the teachers whom we find in possession, and to take care not to provoke the hostility of this class of persons, whose influence is so great over the minds of the lower classes, by superseding them where it is possible to avoid it. They should, moreover, be encouraged to attend the normal schools and classes which may hereafter be instituted for this class of teachers.

PREPARATION OF VERNACULAR SCHOOL BOOKS.

Equal in importance to the training of schoolmasters is the provision of Vernacular School books, which shall provide European information to be the object of study in the lower classes of schools. Something has, no doubt, been done, of late years, towards this end, but more still remains to be done; and we believe that deficiencies might be readily and speedily supplied by the adoption of a course recommended by Mr. M. Elphinstone in 1825, namely, "That the best translations of particular books, or the best elementary treatises in the specified languages, should be advertised for, and liberally rewarded."

The aim should be, in compilations, and original compositions, (to quote from one of Mr. Adam's valuable reports upon the state of education in Bengal,) "Not to translate European works into the words and idioms of the native languages, but so to combine the substance of European Knowledge with native forms of thought and sentiment as to render the school books useful and attractive." We also refer with pleasure upon this point to some valuable observations by Mr. Reid, in his report which we have quoted before, more especially as regards instruction in Geography. It is obvious that the local peculiarities of different parts of India render it necessary that the class-books in each should be especially adapted to the feelings, sympathies, and history of the people; and we will only further remark upon this subject, that the Oriental Colleges, besides generally tending, as we have before observed, to the enrichment of the vernacular languages, may, we think, be made of great use in the translation of scientific works into those languages, as has already been done to some extent in the Delhi, Benares, and Poona colleges.

ADMISSION TO PUBLIC SERVICE.

We have always been of opinion that the spread of education in India will produce a greater efficiency in all branches of administration, by enabling you to obtain the services of intelligent and trustworthy persons in every department of

Government; and, on the other hand, we believe that the numerous vacancies of different kinds which have constantly to be filled up, may afford a great stimulus to education. The first object must be to select persons properly qualified to fill these situations; secondary to this is the consideration how far they may be so distributed as to encourage popular education.

The resolutions of our Governor-General in Council of the 10th October 1844, gave a general preference to well-educated over uneducated men in the admissions to the public service. We perceive, with much satisfaction, both from returns which we have recently received of the persons appointed since that year in the Revenue Department of Bengal, as well as from the educational reports from different parts of India, that a very considerable number of educated men have been employed under Government of late years; and we understand that it is often not so much the want of Government employment as the want of properly qualified persons to be employed by Government, which is felt, at the present time, in many parts of India.

We shall not enter upon the causes which, as we foresaw, have led to the failure of that part of the resolutions which provided for the annual submission to Government of lists of meritorious students. It is sufficient for our present purpose to observe that no more than 46 persons have been gazetted in Bengal up to this time, all of whom were students in the Government colleges. In the last year for which we have returns (1852), only two persons were so distinguished; and we can readily believe, with the Secretary to the Board of Revenue in Bengal, that young men who have passed a difficult examination in the highest branches of philosophy and mathematics are naturally disinclined to accept such employment as persons who intend to make the public service their profession must necessarily commence with.

PREFERENCE TO BE GIVEN TO EDUCATED NATIVES FOR GOVERNMENT EMPLOY.

The necessity for any such list will be done away with by the establishment of Universities, as the acquisition of a degree, and still more the attainment of university distinctions, will bring highly educated young men under the notice of Government. The resolutions in question will, therefore, require revision so as to adapt them practically to carry out our views upon this subject. What we desire is, that, where the other qualifications of the candidates for appointments under Government are equal, a person who has received a good education, irrespective of the place or manner in which it may have been acquired, should be preferred to one who has not; and that, even in lower situations, a man who can read and write be preferred to one who cannot, if he is equally eligible in other respects.

We also approve of the institution of examinations where practicable, to be simply and entirely tests of the fitness of candidates for the special duties of the various departments in which they are seeking employment, as has been the case in the Bombay Presidency. We confidently commit the encouragement of educated in preference to uneducated men to the different officers who are responsible for their selection; and we cannot interfere by any further regulations to fetter their free choice in a matter of which they bear the sole responsibility.

IMPROVEMENT IN THE PUBLIC SERVICE.

We are sanguine enough to believe that some effect has already been produced by the improved education of the public service of India. The ability and integrity of a large and increasing number of the native judges, to whom the greater part of the civil jurisdiction in India is now committed, and the high estimation in which many among them are held by their fellow-countrymen, is, in our opinion,

much to be attributed to the progress of education among ~~new~~ officers, and to their adoption along with it of that high moral tone which pervades the general literature of Europe. Nor is it among the higher officers alone that we have direct evidence of the advantage which the public derives from the employment of educated men. We quote from the last Report of the Dacca College with particular satisfaction, as we are aware that much of the happiness of the people of India depends upon the honesty of the officers of police:—"The best possible evidence has been furnished," say the local committee, "that some of the ex-students of the college of Dacca have completely succeeded in the arduous office of darogha. Krishna Chunder Dutt, employed as a darogha under the Magistrate of Howrah, in particular, is recommended for promotion, as having gained the respect and applause of all classes, who, though they may not practise, yet know how to admire, real honesty, and integrity of purpose."

But, however large the number of appointments under Government may be, the views of the natives of India should be directed to the far wider and more important sphere of usefulness and advantage which a liberal education lays open to them; and such practical benefits arising from improved knowledge should be constantly impressed upon them by those who know their feelings, and have influence or authority to advise or direct their efforts. We refer, as an example in this respect, with mingled pleasure and regret, to the eloquent addresses delivered by the late Mr. Bethune, when President of the Council of Education, to the students of Kishnagur and Dacca Colleges.

MEDICAL COLLEGES.

There are some other points connected with the general subject of education in India upon which we will now briefly remark. We have always regarded with special interest those educational institutions which have been directed towards training up the natives of India to particular professions, both with a view to their useful employment in the public service, and to enable them to pursue active and profitable occupations in life. The medical colleges in different parts of India have proved that, in despite of difficulties which appeared at first sight to be insurmountable, the highest attainments in medicine and surgery are within the reach of educated natives of India: we shall be ready to aid in the establishment and support of such places of instruction as the medical colleges of Calcutta and Bombay, in other parts of India. We have already alluded to the manner in which students should be supplied to these colleges, as well as to those for the training of civil engineers.

PRACTICAL INSTRUCTION IN CIVIL ENGINEERING.

The success of the Thomason College of Civil Engineering at Roorkee has shown that, for the purpose of training up persons capable of carrying out the great works which are in progress under Government throughout India, and to qualify the natives of India for the exercise of a profession which, now that the system of railways and public works is being rapidly extended, will afford an opening for a very large number of persons, it is expedient that similar places for practical instruction in civil engineering should be established in other parts of India, and especially in the Presidency of Madras, where works of irrigation are so essential, not only to the prosperity of the country, but to the very existence of the people in times of drought and scarcity. The subject has been prominently brought under your notice in the recent reports of the Public Works Commissioners for the different Presidencies; and we trust that immediate measures will be taken to supply a deficiency which is, at present, but too apparent.

SCHOOLS OF INDUSTRY AND DESIGN.

We may notice, in connexion with these two classes of institutions of an essentially practical character, the schools of industry and design, which have been set on foot from time to time in different parts of India. We have lately received a very encouraging report of that established by Dr. Hunter in Madras; and we have also been informed that Sir Jamsetjee Jejeebhoy, with his accustomed munificence, has offered to lay out a very considerable sum upon a like School in Bombay. Such institutions as these will, in the end, be self-supporting; but we are ready to assist in their establishment by grants-in-aid for the supply of models, and other assistance which they may advantageously derive from the increased attention which has been paid of late years to such subjects in this country. We enclose you the copy of a report which we have received from Mr. Redgrave upon the progress of the Madras school, which may prove of great value in guiding the efforts of the promoters of any similar institutions which may hereafter be established in India. We have also perceived with satisfaction, that the attention of the Council of Education in Calcutta has been lately directed to the subject of attaching to each zillah school the means of teaching practical agriculture: for there is, as Dr. Mouat most truly observes, "no single advantage that could be afforded to the vast rural population of India that would equal the introduction of an improved system of agriculture."

The increasing desire of the Mahomedan population to acquire European knowledge has given us much satisfaction. We perceive that the Council of Education of Bengal has this subject under consideration, and we shall receive with favour any proposition which may appear to you to be likely to supply the wants of so large a portion of the natives of India.

FEMALE EDUCATION.

The importance of female education in India cannot be overrated; and we have observed with pleasure the evidence which is now afforded of an increased desire on the part of many of the natives of India to give a good education to their daughters. By this means a far greater proportional impulse is imparted to the educational and moral tone of the people than by the education of men. We have already observed that schools for females are included among those to which grants-in-aid may be given; and we cannot refrain from expressing our cordial sympathy with the efforts which are being made in this direction. Our Governor-General in Council has declared, in a communication to the Government of Bengal, that the Government ought to give to native female education in India its frank and cordial support; in this we heartily concur, and we especially approve of the bestowal of marks of honor upon such native gentlemen as Rao Bahadur Magaumbhai Karamchand, who devoted 20,000 rupees to the foundation of two native female schools in Ahmedabad, as by such means our desire for the extension of female education becomes generally known.

RELIGIOUS INSTRUCTION.

Considerable misapprehension appears to exist as to our views with respect to religious instruction in the Government institutions. Those institutions were founded for the benefit of the whole population of India; and, in order to effect their object, it was, and is, indispensable that the education conveyed in them should be exclusively secular. The Bible is, we understand, placed in the libraries of the colleges and schools, and the pupils are able freely to consult it. This is as it should be; and, moreover, we have no desire to prevent, or discourage, any explanations which the pupils may, of their own free will, ask from the masters upon

the subject of the Christian religion, provided that such information be given out of school hours. Such instruction being entirely voluntary on both sides, it is necessary, in order to prevent the slightest suspicion of an intention on our part to make use of the influence of Government for the purpose of proselytism, that no notice shall be taken of it by the inspectors in their periodical visits.

Having now finished the sketch that we proposed to give of the scheme for the encouragement of education in India, which we desire to see gradually brought into operation, we proceed to make some observations upon the state of education in the several Presidencies, and to point out the parts of our general plan which are most deficient in each.

In Bengal, education through the medium of the English language has arrived at a higher point than in any other part of India. We are glad to receive constant evidence of an increasing demand for such an education, and of the readiness of the natives of different districts to exert themselves for the sake of obtaining it. There are now five Government Anglo-Vernacular colleges; and zillah schools have been established in nearly every district. We confidently expect that the introduction of the system of grants-in-aid will very largely increase the number of schools of a superior order; and we hope that, before long, sufficient provision may be found to exist in many parts of the country for the education of the middle and higher classes, independent of the Government institutions, which may then be closed, as has been already the case in Burdwan, in consequence of the enlightened conduct of the Rajah of Burdwan, or they may be transferred to local management.

Very little has, however, been hitherto done in Bengal for the education of the mass of the people, especially for their instruction through the medium of the vernacular languages. A few vernacular schools were founded by Government in 1844, of which only 33 now remain, with 1,400 pupils, and, upon their transfer, in April 1852, from the charge of the Board of Revenue to that of the Council of Education, it appeared that "they were in a languishing state, and had not fulfilled the expectations formed on their establishment."

We have perused, with considerable interest, the report of Mr. Robinson, Inspector of the Assam Schools, of which there appear to be 74, with upwards of 3,000 pupils. Mr. Robinson's suggestions for the improvement of the system under which they are now managed appear to us to be worthy of consideration, and to approach very nearly to the principles upon which vernacular education has been encouraged in the North-Western Provinces. We shall be prepared to sanction such measures as you may approve of, to carry out Mr. Robinson's views.

But the attention of the Government of Bengal should be seriously directed to the consideration of some plan for the encouragement of indigenous schools, and for the education of the lower classes, which, like that of Mr. Thomason in the North-Western Provinces, may bring the benefits of education practically before them, and assist and direct their efforts. We are aware that the object held out by the Government of Agra to induce the agricultural classes to improve their education does not exist in Bengal; but we cannot doubt that there may be found other similar solid advantages attending elementary knowledge, which can be plainly and practically made apparent to the understandings and interests of the lower classes of Bengal.

We perceive that the scheme of study pursued in the Oriental colleges of Bengal is under the consideration of the Council of Education, and it appears that they are in an unsatisfactory condition. We have already sufficiently indicated our views as to those colleges, and we should be glad to see them placed upon such a footing as may make them of greater practical utility. The points which you have referred to us, in your letter of the 5th of May, relative to the establishment of a Presidency College in Calcutta, will form the subject of a separate communication.

In the North-Western Provinces the demand for education is so limited by circumstances fully detailed by the Lieutenant-Governor in one of his early reports, that it will probably be long before private efforts will become energetic enough to supply the place of the establishment, support, and management, by Government, of places of instruction of the highest grade, where there may be a sufficient reason for their institution.

At the same time, the system for the promotion of general education throughout the country, by means of the inspection and encouragement of indigenous schools, has laid the foundation of a great advancement in the education of the lower classes. Mr. Thomason ascertained, from statistical information, the lamentable state of ignorance in which the people were sunk, while the registration of land, which is necessary under the revenue settlement of the North-Western Provinces, appeared to him to offer the stimulus of a direct interest for the acquisition of so much knowledge, at least of reading and writing, of the simple rules of arithmetic, and of land measurement, as would enable each man to look after his own rights.

He therefore organised a system of encouragement of indigenous schools, by means of a constant inspection by zillah and pergunnah visitors, under the superintendence of a visitor-general; while, at the head-quarters of each tahsildar, a school was established for the purpose of teaching "reading and writing the vernacular languages, both Urdu and Hindi accounts, and the mensuration of land." A school-house is provided by Government, and the masters of the Tahsili schools receive a small salary, and are further entitled to the tuition fees paid by the pupils, of whom none are educated gratuitously, except "on recommendations given by village schoolmasters who may be on the visitor's list." A certain sum is annually allotted to each zillah for the reward of deserving teachers and scholars; and the attention of the visitor-general was expressly directed to the preparation of elementary school-books in the vernacular languages, which are sold through the agency of the zillah and the pergunnah visitors. We shall be prepared to sanction the gradual extension of some such system as this to the other districts of the Agra Presidency, and we have already referred to it as the model by which the efforts of other Presidencies for the same object should be guided.

In the Presidency of Bombay the character of the education conveyed in the Anglo-Vernacular colleges is almost, if not quite, equal to that in Bengal; and the Elphinstone Institution is an instance of a college conducted in the main upon the principle of grant-in-aid, which we desire to see more extensively carried out. Considerable attention has also been paid in Bombay to education through the medium of the vernacular languages. It appears that 216 vernacular schools are under the management of the Board of Education, and that the number of pupils attending them is more than 12,000. There are three Inspectors of the district schools, one of whom (Mahadeo Govind Shastree) is a native of India. The schools are reported to be improving, and masters trained in the Government colleges have been recently appointed to some of them with the happiest effects. These results are very creditable to the Presidency of Bombay; and we trust that each Government school will now be made a centre from which the indigenous schools of the adjacent districts may be inspected and encouraged.

As the new revenue settlement is extended in the Bombay Presidency, there will, we apprehend, be found an inducement precisely similar to that which has been taken advantage of by Mr. Thomason, to make it the interest of the agricultural classes to acquire so much knowledge as will enable them to check the returns of the village accountants. We have learnt with satisfaction that the subject of gradually making some educational qualification necessary to the confirmation of these hereditary officers is under the consideration of the Government of Bombay, and

that a practical educational test is now insisted upon for persons employed in many offices under Government.

MADRAS, MISSIONARY & INDIGENOUS SCHOOLS.

In Madras, where little has yet been done by Government to promote the education of the mass of the people, we can only remark with satisfaction that the educational efforts of Christian missionaries have been more successful among the Tamil population than in any other part of India; and that the Presidency of Madras offers a fair field for the adoption of our scheme of education in its integrity, by founding Government Anglo-Vernacular institutions only where no such places of instruction at present exist, which might, by grants-in-aid and other assistance, adequately supply the educational wants of the people. We also perceive with satisfaction that Mr. Daniel Elliott, in a recent and most able minute upon the subject of education, has stated that Mr. Thomason's plan for the encouragement of indigenous schools might readily be introduced into the Madras Presidency, where the Ryotwari settlement offers similar practical inducement to the people for the acquisition of elementary knowledge.

We have now concluded the observations which we think it is necessary to address to you upon the subject of the education of the natives of India. We have declared that our object is to extend European knowledge throughout all classes of the people. We have shown that this object must be effected by means of the English language in the higher branches of instruction, and by that of the vernacular languages of India to the great mass of the people. We have directed such a system of general superintendence and inspection by Government to be established, as will, if properly carried out, give efficiency and uniformity to your efforts. We propose by the institution of universities to provide the highest test and encouragement of a liberal education. By sanctioning grants-in-aid of private efforts, we hope to call to the assistance of Government private exertions and private liberality. The higher classes will now be gradually called upon to depend more upon themselves; and your attention has been more especially directed to the education of the middle and lower classes, both by the establishment of fitting schools for this purpose, and by means of a careful encouragement of the native schools which exist, and have existed from time immemorial, in every village, and none of which perhaps cannot in some degree be made available to the end we have in view. We have noticed some particular points connected with education, and we have reviewed the condition of the different Presidencies in this respect, with a desire to point out what should be imitated, and what is wanting, in each.

We have only to add, in conclusion, that we commit this subject to you with a sincere belief that you will cordially co-operate with us in endeavouring to effect the great object we have in hand, and that we desire it should be authoritatively communicated to the principal officers of every district in India, that henceforth they are to consider it to be an important part of their duty, not only in that social intercourse with the natives of India, which we always learn with pleasure that they maintain, but also with all the influence of their high position, to aid in the extension of education, and to support the inspectors of schools by every means in their power.

We believe that the measures we have determined upon are calculated to extend the benefits of education throughout India; but, at the same time, we must add that we are not sanguine enough to expect any sudden, or even speedy, results to follow from their adoption. To imbue a vast, and ignorant, population with a general desire for knowledge, and to take advantage of that desire when excited to improve the means for diffusing education amongst them must be a work of many years;

which, by the blessing of Divine Providence, may largely conduce to the moral and intellectual improvement of the mass of the natives of India.

As a Government, we can do no more than direct the efforts of the people, and aid them wherever they appear to require most assistance. The result depends more upon them than upon us; and although we are fully aware that the measures we have now adopted will involve in the end a much larger expenditure upon education from the revenues of India, or, in other words, from the taxation of the people of India, than is at present so applied, we are convinced, with Sir Thomas Munro, in words used many years since, that any expense which may be incurred for this object, "will be amply re-paid by the improvement of the country; for the general diffusion of knowledge is inseparably followed by more orderly habits, by increasing industry, by a taste for the comforts of life, by exertion to acquire them, and by the growing prosperity of the people.

We are, &c.,

(Signed)

J. OLIPHANT.

W. J. EASTWICK.

E. MACNAGHTEN.

R. D. MANGLES.

C. MILLS.

J. P. WILLOUGHBY.

R. ELLICE.

J. H. ASTELL.

J. W. HOGG.

F. CURRIE.



EXTRACTS FROM CHAPTER VII OF THE REPORT.

EDUCATIONAL CONFERENCES.

349. At the same time we are fully convinced that nothing but good can result from the occasional or even frequent association, in a somewhat formal way, of departmental officers with others interested in education. Under present arrangements, the relations of departmental officers to each other and to persons outside the Department are too exclusively confined to official correspondence ; and no opportunity is given for that free interchange of ideas which personal intercourse can alone or can best secure. To aid in the attainment of the latter object, and to bring the Department into healthy contact with outside opinion, we recommend the institution of periodical conferences, at which educational officers and others may meet and exchange their views. We do not propose to define what degree of authority should attach to these conferences ; but it is clear that any conclusions to which they may be led will possess more weight if they receive the formal recognition of Government. We therefore recommend *that conferences (1) of officers of the Education Department, and (2) of such officers with managers of aided and unaided schools, be held from time to time for the discussion of questions affecting education, the Director of Public Instruction being in each case ex-officio President of the conference. Also that Deputy Inspectors occasionally hold meetings of the school masters subordinate to them, for the discussion of questions of school management.*

RELATION OF THE DEPARTMENT TO SCHOOLS IN COMPETITION.

351. An important and delicate part of the functions which the Department must discharge, if the different agencies at work in education are to be duly co-ordinated and harmonised, has now to be considered. One main intention of the Despatch of 1854 was to secure for the educational efforts of the State the help of private individuals and private bodies, and to give every scope and encouragement to the work of these agencies. Such a scheme is fitted to do and has done much for the spread of education ; but, like all other schemes, it must be taken with the defects of its qualities. A

defect inseparable from it is its tendency to cause schools to spring up, not always where they are most required, but rather where men or bodies happen to exist that are ready to exert themselves for the public good. Thus there is some danger of a clashing of interest and a waste of power ; some danger of disorganisation through excessive supply of the means of education in one place and deficiency of such means in others. Some regulating authority is indispensable if this danger is to be minimised. The Department is the only body that can possibly exert such controlling power, and the Provincial Reports indicate that it is everywhere regarded as the proper regulating authority. The Bombay Report mentions that one at least of the reasons for withdrawing the grant offered for passing the Matriculation Examination was that the hope of obtaining the grant sometimes led one school to use questionable means for attracting clever pupils from another. The Bengal Report says that to a new school that is set up beside an old one the Department gives or refuses aid according as it judges that the establishment of a second school will be beneficial or hurtful in its effects. And in the Report for the Central Provinces it is said that if one aided school was found to be injuring another by undue lowering of fees, the Department would feel bound to interfere. Thus it is understood that the Department possesses the regulating power that is required, though in its peculiar position as directly managing one class of schools and only indirectly controlling others, it has naturally been somewhat reluctant to exert it.

POLICY OF THE DEPARTMENT IN REGARD TO FEES.

354. The advisability of raising the rates of fees to the highest point consistent with the continued spread of education has been repeatedly acknowledged. It is, if not only, yet chiefly, by this means that Government institutions of the higher class will be enabled to approach the self-supporting stage, a result to which many educational Despatches look forward ; and also that privately managed institutions will attain to greater efficiency and success. It is a case, moreover, in which the initiative of the Department is essential. We have elsewhere maintained the principle that of two schools of the same standard of instruction and in the same locality, the departmental school should as a rule charge higher fees ; and any general increase in the rates will be subject to this condition. If the Department shows the way, private managers will in general be eager to follow ; if the Department is supine, they can take

no active steps to increase their income without risk of serious injury. The policy which we recommend has its natural and necessary limits in the fact that any increase in fees beyond the capacity of the people to pay them will result in a loss of pupils, and thus defeat the object it is intended to secure; and this condition is sufficiently provided for in our Recommendation, which refers chiefly to the higher class of institutions. We recommend *that it be an instruction to the Departments of the various Provinces to aim at raising fees gradually, cautiously, and with due regard to necessary exemptions, up to the highest amount that will not check the spread of education, especially in colleges, secondary schools and primary schools in towns where the value of education is understood.*

LIMITATION OF COMPULSORY EXAMINATIONS.

372. We have already recommended in Chapter IV that the upper and lower primary examinations be not made compulsory in any Province. We have seen that these examinations are not suited to the necessarily varying circumstances of all Provinces. In one Province, a pupil may advance from the lower to the upper primary, or from the primary to the middle stage, without passing these examinations, since they are not related to the course of instruction in his school. In another, the examination is enforced in every case as a condition of promotion. In a third, again, the particular examinations selected have no special relevancy, since the existing system includes a much more comprehensive series into which the prescribed standards can only with difficulty be fitted. We do not recommend the abolition of these examinations where they have been adopted with advantage, or where, as in Bengal and Assam, they are utilised for the award of scholarships. But if in any Province the examinations conflict with the established system, or are in other ways a source of difficulty, we think that they should not be enforced. The object which they were designed to attain can be otherwise secured. That object was to determine the stages of instruction which pupils in primary schools had reached, and to separate the less advanced from the more advanced pupils in such schools. It is undesirable for such a purpose to require all pupils to pass by a fixed standard in order to secure promotion, and thus to practically compel every school to adopt the departmental course without variation. The imposition of so rigidly uniform a system has been condemned by many private managers, as interfering with the freedom which they

claim in the conduct of their schools. It has also been virtually superseded by the Resolution of the Government of India, dated the 10th January 1881, in which the Governor-General-in-Council declared that it was undesirable "to lay down as an invariable rule that no pupil shall be allowed to enter upon the secondary stage without passing an examination in the subjects of primary instruction." The necessary separation can be effected, quite accurately enough for practical purposes, by means of a return to be furnished by each school showing the number of pupils in each stage. This is a matter which has been independently considered by the Committee appointed for the Revision of Educational Forms, and it is therefore unnecessary for us to discuss it at any greater length. We should, however, here recall attention to our Recommendation No. 22 of Chapter V, "that promotions from class to class be left entirely to the discretion of the school authorities." We recommend, in amplification of these Recommendations *that the general, upper and lower primary school examinations be not compulsory, but that the annual reports show the number of scholars in each stage of education.*

EXTRACTS FROM CHAPTER VIII OF THE REPORT.

EXPENDITURE ON EACH CLASS OF AIDED INSTITUTIONS.

448. To this Table* an explanation of considerable importance must be added. It compares the annual cost of each scholar in an aided institution with the cost of each scholar in a departmental institution of the same class ; but in stating the cost of the latter to public funds, it is only the funds directly administered by the Education Department that are taken into account. It must be remembered that the teachers in departmental schools are Government servants, and as such receive pensions, the expense of which of course falls upon the State, though not upon the funds set apart for education. In the primary and lower middle schools of the Department in Bombay, however, the pensions are a charge on local funds, and are included in the cost shown in the Table. With this exception, to find the true cost to public funds of each scholar in a departmental institution, some allowance for pensions must manifestly be made. In comparing the total cost of departmental and aided institutions, this element need perhaps hardly be considered. In aided institutions there are, no doubt, some pensions and other indirect expenses as well as in departmental institutions, though probably not to the same extent. But in estimating the cost of the two classes of institutions to the State, the case is different. Whatever pensions or other indirect charges in privately managed institutions may not be shown in our Table, devolve on their managers alone. In the case of departmental institutions all such charges devolve upon public funds, and cannot be left out of view if the comparison of the cost of the two classes of institutions to the State is to be fairly made. The question thus arises how such indirect charges for education upon State funds should be calculated. Probably the best guide upon this point is Circular No. 11 of the Government of India, dated Simla, June 29th, 1882, which provides that the amount payable to secure pension on account of an officer lent to a foreign State or to a local body, shall be one-sixth of the salary he draws from his

* A table given in the preceding paragraph of the Report, showing expenditure under the Grant-in-aid Rules on each class of aided Institutions in the official year 1881-82.

temporary paymasters. The rate was formerly one-fourth of the salary so drawn; but recent actuarial calculations, coupled with the fact that "in view of the present arrangements for the extension of local self-government, the Government of India is desirous of facilitating in every reasonable way the lending of officers to local bodies," have led to its reduction. Thus, if the real cost to the State of salaries in a departmental institution is to be calculated, the sum that should be added to the expenditure from educational funds on this account will be one-sixth. But we must also take into account that some portion of the expenditure on every school goes to supply furniture, apparatus, prizes and other items on which no allowance for pensions is required. The figures furnished to us give, however, only the total outlay upon schools, without distinguishing the amount applied to the payment of salaries. There is thus a question as to what the total should be on which the addition of one-sixth is to be calculated. If one-sixth were to be added to the gross outlay, a total would result which would be somewhat in excess of the real cost of the institution to the State. It may suffice for practical purposes if one-sixth be added, not to the gross but to the net outlay from public funds in educating each scholar in a departmental institution,—thus setting off the income from fees, endowments and the like, against such items of expense as involve no charge for pension. This mode of calculation will indeed under-estimate the true amount, for the expenditure on salaries must in every case largely exceed the net outlay from those public funds for the administration of which the Department is responsible. Still, as only a fair approximation is attainable in any case and as this mode of calculation does at least not exaggerate the cost to the State of departmental as compared with aided institutions, it may be held to be practically satisfactory. Thus it will be understood that if the net cost of educating a scholar in a departmental school appears in our Table as, say, Rs. 18 per annum, the real cost of his education to the State is at least one-sixth more, or Rs. 21 per annum. There is yet another way in which the table understates the cost to the State of scholars in departmental as compared with aided institutions. The expenditure which it shows, and on which the net average cost of each scholar has been calculated, does not include the sums, or the interest on the sums, spent in the erection of buildings for departmental schools. The grants made to meet the expenditure of managers upon buildings for aided schools are also left out of view; but as

the amount of such grants is insignificant when compared with the outlay upon buildings for departmental schools and colleges; the inclusion of this element would greatly increase the difference in the cost to the State of scholars educated in the two classes of institutions. There are, however, no adequate data on which any precise calculation of the amount of this difference could be based; and having thus simply referred to the point, we shall not again advert to it.

COMPARATIVE EXPENSE OF EDUCATION IN AIDED AND DEPARTMENTAL INSTITUTIONS.

450. Another point of practical importance which is illustrated in Table IV, is the great difference between the cost of education in a departmental and a privately managed institution. This difference, as might be expected, grows greater the higher we ascend in the scale of education. Columns 12 and 16 compare the cost of educating a scholar in each of the two classes of institutions. In the large majority of cases the departmental institution is much the more expensive, the greatest difference being found between the departmental and the aided colleges of the North-Western Provinces and of Madras. In the former Province the entire cost of educating a student in a departmental college is more than three times, and in the latter more than twice, what it costs to educate a student in an aided college. The departmental institution is not, however, in all cases, the more costly on the whole. The usual relation is reversed in the case of the secondary schools of the Punjab and the Central Provinces, and in the case of the primary schools of Bombay, the North-Western Provinces, the Punjab, Assam and Coorg. If oriental colleges be left out of view, the average cost for the whole of India of each student in an aided college is Rs. 178 per annum, while that of each student in a departmental college is Rs. 354. Thus it appears from columns 12 and 16 of Table IV that for educating each scholar in a departmental college the average outlay is twice, and in a departmental secondary school somewhat less than twice, the cost in corresponding aided institutions; while the total average outlay on each scholar in a departmental primary school is only about 27 per cent greater than the average outlay on each scholar in an aided primary school. This consideration gives emphasis to the fact that it is in education above the primary stage that the greatest advantage will arise from the substitution of aided private effort for the direct agency of the

department, wherever private agency becomes competent to undertake the task.

The difference of cost is important in another point of view, when we consider, not the total outlay on the two classes of institutions, but their respective cost to public funds. This is shown in Table IV in columns 9 and 10 for aided, and in columns 13 and 14 for departmental, institutions. With the exception of primary schools in the North-Western Provinces and in Coorg, all classes of aided institutions in all Provinces are much less expensive to the State than corresponding departmental institutions. The difference is greatest in colleges. In Madras, Bombay, Bengal and the North-Western Provinces, which alone have both departmental and aided colleges of the common type, colleges of the former class are between seven and eight times as expensive to the State for each student whom they educate as the latter. Taking India as a whole, the average yearly cost to the State of each student at an aided college of the ordinary type is Rs. 36, while it costs the State Rs. 254 per annum to educate each student at an English departmental college. Thus, to educate each student at a departmental college is rather more than seven times as expensive to the State as to educate each student at an ordinary aided college. It must be remembered also at this point that we have shown in paragraphs 407, 413, and 425 of the present Chapter, that in Madras, Bombay and the North-Western Provinces, the two classes of colleges are about equally efficient so far as the examination test can be applied to them, although in Bengal the results are decidedly in favour of departmental colleges. It further appears from the columns we are now dealing with in Table IV, that, taking the average for the whole of India, each scholar at a departmental secondary school, and also each scholar at a departmental primary school, is about three and a half times as expensive to the State as each scholar in corresponding aided schools.

It must be remembered that the Table takes account of none but strictly educational funds, and that if the other expenses referred to in paragraph 59* be added, the difference in the cost of the two classes of institutions to the State will become considerably greater.

THE RESULTS SYSTEM : ITS DISADVANTAGES.

463. But perhaps the chief disadvantage of the system is its making examinations the main object of the thoughts alike of pupils and of teachers, and thus tending to give entirely false views of the

* i.e., paragraph of 448 of the Report, *see above*.

EXTRACTS

FROM THE

EDUCATION COMMISSION'S REPORT.

meaning and purpose of education. Examinations there must be under any system, but they need not be made the pivot on which it turns. When they are so, the teacher is all but compelled, for the sake of speedy results, to direct attention to questions likely to be set, rather than to give the intellectual food and discipline that are most required. The pupil on his part is led to regard the passing of examinations as the main object of education, and the power of reproducing information as the highest aim of intellectual culture. Such tendencies are already too strong, apart from the stimulus that a system of payment by results must give them, and anything that encourages them should be discountenanced as fatally lowering the whole tone of education.

FURTHER RECOMMENDATIONS.

475. Certain general principles, besides those already stated, should be clearly and steadily kept in view by those entrusted with this revision of the grant-in-aid rules in the different Provinces. Some method may be discovered of applying them under any system. We shall state them in the form of Recommendations. We accordingly recommend *that while existing State institutions of the higher order should be maintained in complete efficiency wherever they are necessary, the improvement and extension of privately managed institutions be the principal care of the Department.* It is far from our wish to deprive any District of any existing means of education that it may require; and as there are many localities where the place of departmental institutions that are much required cannot yet be supplied by private effort, we think it necessary to state that such institution should not only be maintained, but maintained in full efficiency. At the same time it is not less the true interest than it is the avowed policy of the State that private effort be increasingly relied on for supplying the means of all general education in its higher stages. The rules should therefore be such as to make it clear that to evoke, guide, and strengthen private effort is the object to which the main attention of the Department should always be given. We also recommend *that, in ordinary circumstances, the further extension of secondary education in any District be left to the operation of the grant-in-aid system, as soon as that District is provided with an efficient high school, Government or other, along with its necessary feeders.* We consider it expedient that every District should have at least one high school. In any District where private effort has not yet established such a school and where there is no reasonable prospect

of its doing so, we consider it legitimate for the department to supply this amount of the means of secondary instruction for a time. Beyond this minimum provision no direct departmental effort should be made in the field of secondary education; but the rules should be such that private enterprise may not find it too hard a task to afford such extension of secondary education as the good of the community may require.

SECTION 5.—Sufficiency or insufficiency of the Amount of Aid at present afforded to private effort.

PRINCIPLES TO BE FOLLOWED IN DETERMINING THE NECESSARY RATE OF AID.

476. It is plainly desirable to indicate in this Report how far the aid afforded to private effort is sufficient or insufficient in amount. The question, however, presents so many difficulties that it is impossible to pronounce any judgment on it with the confidence and precision that its importance undoubtedly deserves. The aid required for the full efficiency of institutions varies almost indefinitely according to the situation and other circumstances of each. A rate of aid sufficient, or more than sufficient, in one District to secure fair efficiency or even steady progress, may be quite inadequate in another. Thus, it is almost impossible to give even a general indication of what rate of aid should be given to each class of institutions in each Province; while it is quite impossible to lay down rigid rules on a question that is necessarily so complicated and so largely dependent on local peculiarities. The only approach to a principle capable of fair application to all classes of privately managed institutions, is to compare the amount of aid with the amount of public funds which the Department has found it necessary to spend in each Province on each class of institutions under its own direct management. The general efficiency of departmental institutions is universally acknowledged and it may be presumed that there has been little or no waste of public funds in securing this efficiency. The amount required in departmental institutions by way of supplement to the sum raised from fees, endowments and subscriptions, will therefore throw some light upon the question of the amount of money which must be forthcoming in addition to that which comes in the way of self-support, if aided institutions are to be made as stable and efficient as departmental institutions for the most part are. In cases where departmental institutions

enjoy exceptionally large endowments or subscriptions, this mode of calculation would no doubt lead us to assign to aided institutions a smaller amount of aid than they really require. But such cases are so few that, except perhaps in the colleges of Bombay and the North-Western Provinces, this element will not materially disturb the conclusions to which the principle will guide us. It may be convenient to illustrate the principle which we adopt by an example. A departmental institution may raise, say, 40 per cent. of its entire expense by means of fees or endowments and therefore needs 60 per cent. of its expense to be supplied from public funds, if it is to be stable and efficient. It seems safe to infer that any institution in the same District and providing instruction at the same stage, must also obtain from one external source or other at least 60 per cent. of its entire outlay, if it is to be equally stable and efficient. In the case however of the non-departmental institution, the 60 per cent. must not be expected from public funds. It is an important element in the grant-in-aid system that part of the expense of the aided institution should be provided by its managers from private resources of their own. As to the share of the total expense that should thus be provided from private resources, no absolute rule can be laid down; nor is it possible to say what proportion of the total expenditure the State will find it necessary to afford if the institution is to be maintained. Everything depends on the ability and disposition of the managers, and on their zeal in the cause of education. Some managers will persevere in their efforts although nearly all the expense that is not met by fees be thrown on them. Others will be discouraged and will retire if the larger proportion of the deficiency left, after reckoning the fees, is not awarded to them from public funds. In a rough and general way it may be perhaps laid down, though certainly not as a rule to be universally applied, that the sum necessary to supplement the amount of self-support attained by the institution may be equally divided between the managers and the State. This can only be taken as an approximate average of what the rate ought to be. In wealthy Districts where education is appreciated, it might justly be considerably less. In backward Districts, it might with equal justice be considerably more. Thus in the case supposed, if a departmental institution, being self-supporting to the extent of 40 per cent. of its entire cost, needs 60 per cent. of that cost to be furnished by the State, it may be held that, since an aided institution providing instruction of the same grade will also require 60 per cent. of its entire cost to be

supplied from without, half of this, or 30 per cent., may be reasonably expected from the State. In some cases no doubt a grant of less than half the deficiency after fees have been deducted will enable an institution to do the work it aims at, especially if it has any endowments to fall back on; but in other cases, a grant of less than half the deficiency, might result in the loss of the institution to the general system of education. The only real security that the amount of aid necessary in each case will be given depends on an earnest desire on the part of the Head of the Department to encourage private effort to the full. Still, for the purposes of this section of the present Chapter, the principle of the deficiency being equally shared between the managers and the State may be taken as a practically satisfactory guide. It may be observed that this principle would enable the State, in cases where private effort can be elicited, to secure the provision of the means of collegiate and secondary education at less than one-fourth of the expense at which such education is at present provided by direct departmental agency. We have already seen, that aided colleges and secondary schools cost on the average only half as much as similar departmental institutions. According to the general principle explained above, the proportionate rate of aid to be afforded by the State to an aided institution would be half the ratio of the State expenditure to the whole expenditure on a departmental institution of the same class. Hence the whole cost of the aided institution being one-half and the proportionate rate of aid being also one-half, the net outlay of the State on the aided institution would be one-fourth of its outlay on the departmental institution. This, however, refers only to strictly educational funds. In the case of the aided institution, the State would further save whatever expenses are incurred on account of pensions to the teachers employed in the departmental institution, and also a large part of the expenses incurred for buildings. As the result of these considerations, it may be held that the aid afforded is fairly sufficient, or at least not manifestly insufficient, when it bears to the entire cost of the aided institution half the ratio which the expenditure from public funds bears to the entire cost of a similar and similarly situated institution managed by the department directly.

THE GENERAL RESULT OF THE ENQUIRY.

478. Thus it will be seen that according to the standard explained in the last two paragraphs, the aid at present given is in a

majority of instances fairly adequate. We are however reluctant to express a decided opinion in the case of primary schools, for a reason that will be given in the next paragraph. It will be observed that in some cases our statement contains no expression of opinion. In Bengal the departmental primary schools are insignificant in number and maintained only in a few outlying and very backward places. They thus afford no guidance in determining the proper rate of aid for similar schools under private managers. It, therefore, becomes necessary to take other considerations into account. It will be observed that, setting aside Assam, in which, as in Bengal, the departmental primary schools are few, the Department has found it necessary to contribute from public funds to the schools under its own management a proportion of their gross outlay varying from 93·55 per cent. in the North-Western Provinces to 80·33 per cent. in Madras. The principle we have followed would thus lead to the conclusion that the rate of aid to a primary school should be somewhere between 47 and 40 per cent., of its gross expense, and certainly not so low as 26·28 per cent. the average proportion in Bengal. Again, the grants actually given in other Provinces vary from 64·19 per cent. of the total expense in Assam, to 21·93 per cent. in the Hyderabad Assigned Districts; and this last, and even the more liberal rate of 27·35 per cent. in Bombay, we have pronounced inadequate. Moreover in Assam, which of all the Provinces is most closely connected with Bengal, the rate at which aid is given to primary schools is much the most liberal in India. Putting these various considerations together, we can come to no other conclusion than that the rate prevailing at present in Bengal is altogether inadequate to secure efficiency if judged by the standard of other Provinces. The declared attitude of the Government of Bengal to primary education should, however, not be forgotten. That Government regards its contribution to primary schools as an expression of interest in the success of the institutions maintained by the people for themselves; as a mark of encouragement to villages, teachers and pupils; and as an incentive to them to raise within moderate limits their standard of instruction; rather than as a means to enable them to incur increased expenditure in the establishment and maintenance of their schools. It recognises a danger of Government being substituted for the village as the paymaster of the guru, with no improvement in the latter's position. At the same time the Bengal Government appears to have practically admitted the inadequacy, even under the conditions stated above, of

the aid afforded to primary schools, by the steady increase of the primary grant from Rs. 400,000 in 1880-81 to Rs. 700,000 for the current year 1883-84. With regard to the aided colleges of the North-Western Provinces and Oude, it may appear that the present rate of aid is adequate; but the problem is in this case complicated by the large endowments which some departmental colleges possess, and by the special footing on which the Canning College stands. The question whether sufficient aid is given in this Province to colleges of the ordinary type under private managers, is one that should be carefully considered in the revision of the rules which we have recommended. The evidence before us appears to show that the encouragement to such colleges is at present extremely small. In the case of the colleges of Bengal also, certain special circumstances must be taken into account. The maximum grant allowed by the rules in force in that Province is 25 per cent. of the total expenditure, while the grant actually drawn is only 15 per cent., and the principle we have adopted would point to a grant of about 34 per cent. On the other hand, it must be observed that all existing aided colleges in Bengal are situated in Calcutta, where there is a large and steadily increasing demand for collegiate education, and that the fee-rates at the Presidency College are so high as to make it probable that as the number of students increases, nearly all the additional students will enter colleges under private management, which will thus receive a large accession of income. This source of income is so important that the unaided colleges of Calcutta support themselves from their fee-receipts, supplemented by the surplus revenue from their school departments, and have never applied for a grant-in-aid; and we have here an illustration of the impossibility of applying the standard which we have adopted without large allowance for special circumstances. The most probable conclusion from the facts bearing on the colleges of Bengal is that in the city of Calcutta a rate of 25 per cent. will be sufficient, but that for the country Districts of the Province, where no aided college has yet been established by private effort, the rate should be raised to 33 per cent. Setting aside the cases in which we are unprepared to express a definite opinion, it appears that the rate of aid to all secondary schools, except those of Madras, is adequate, and to those of some Provinces, especially Bengal and Assam decidedly liberal; that the aid to the secondary schools of Madras, and to the primary schools of the Punjab falls below the standard; but that the only cases in which the aid must be pronounced to be

decidedly insufficient, according to the standard that we have adopted, are the colleges of Madras, Bombay and Bengal, and the primary schools of Bombay, Bengal and the Hyderabad Assigned Districts. In that aspect of the question which we are now considering, the Department cannot in other cases be justly charged with having discouraged private effort by any manifest insufficiency in the aid extended to it. That there may be individual institutions which receive less aid than they are entitled to is not impossible; but except in the cases we have noticed, the Department seems to have established a reasonably fair proportion between the support afforded to schools under private managers and the support afforded to those under its own immediate management. Whether it should have established or retained in its own hands so many colleges, or at any rate so many secondary schools, is of course a totally different question from that with which we are here concerned. It has indeed been clearly shown in the third section of the present Chapter that private effort for the provision of advanced instruction has not been encouraged or extended as it might have been; but this result we are disposed to ascribe, not so much to the insufficiency of the aid bestowed on already existing institutions, as to the absence of effort to increase their number, to the unnecessary establishment in some Provinces of departmental colleges and schools, to the distinct and strong preference given to departmental over private agency which has marked in varying degrees the educational history of every Province except Bengal, the Central Provinces and Assam, and from which, so far as colleges are concerned, even Bengal is not exempt; and above all to the public feeling which has been created in these and in other ways. In succeeding sections of this Chapter we shall advert to errors in practical administration which have discouraged private effort, and shall call attention to a variety of means by which such effort may be more extensively elicited. If those errors are corrected and those means steadily employed, we believe that, with the exceptions already noted, the present rates of aid, without being materially enhanced, may call forth a largely increased amount of private enterprise in supplying the means of education.

CAUTIONS IN APPLYING THE STANDARD EMPLOYED.

479. It must be carefully observed that we do not mean to lay down the standard which we have here employed as a rule that should be applied to any individual case. No such standard

can measure the real wants of institutions, and aid should not exceed, as it should not fall below, what is indispensable for complete efficiency. The amount needed to secure efficiency must always depend very largely on local circumstances and on the class of institutions dealt with. For instance, in the case of primary schools, we should regret to see any attempt to limit aid to half the difference between the fees and the total cost. Private effort will hardly be put forth to maintain primary schools except to secure the means of livelihood, or from motives of pure benevolence. In both cases the limitation of State aid to the same amount as is contributed by managers from resources other than fees, would seriously check private effort. In the former class of cases it might often put an end to it. Besides, such calculations, have no proper place in that system of payment by results, upon which primary education is chiefly aided. We see no reason why an aided primary school should receive only one-half the proportion of its outlay which a departmental primary school requires to maintain efficiency,—no reason in fact why the proportion of its expense that is borne by public funds should not be equal to that so borne in a departmental school, always provided that no conflict arises with Recommendation No. 13. In judging of the proper amount of aid to colleges and secondary schools, in the maintenance of which many other motives come into play, we should wish the standard we have applied to be much more decidedly kept in view. Again, with regard to more advanced institutions, much must depend on the size that classes may be expected to attain. For example, an institution for the provision of advanced education in a remote or backward District (supposing it to be one that should exist or receive aid at all), may warrantably expect larger proportionate aid than is needed by a similar institution in a great educational centre, where efficiency will naturally secure a large attendance and a corresponding income from fees. Or, again, when departmental and aided colleges are in competition, the proper rate of aid will depend to a considerable extent on the rate of fee in the departmental college. For example, in Calcutta, where the fee in the departmental college is larger by Rs. 7 a month (Rs. 12 to 5), or in Bombay where it is larger by Rs. 4 a month (Rs. 10 to 6), than that which aided colleges are expected to charge, the opportunity for self-support afforded to an aided college is much greater than in Madras, where the difference allowed between the fees of the two classes of colleges is only Rs. 1½ a month (Rs. 5 to

Rs. 8½, and therefore the rate of aid may legitimately be less. In other towns and Districts similar local peculiarities may require to be kept in view. Thus it is only in the roughest and most general way that any such test as we have used should be employed to determine the sufficiency or insufficiency of aid. We would further remark that if the rate of aid be increased, as in the case of colleges at all events is so manifestly required, it will devolve on the Department to see that the augmented aid is well applied. The object of an enhanced grant is to extend education and increase its efficiency, not to economise the funds of managers. The fitness of managers to be entrusted with a larger share of public funds must be shown by a strengthened staff and improved appliances, and by the increased efficiency to which these will certainly lead in course of time.

SECTION 6.—Points suggested by the Evidence, Memorials, and Provincial Reports, as to various Systems of Aid and their administration.

INTRODUCTORY.

481. A large mass of facts and opinions bearing on the methods employed to encourage private enterprise in education has been laid before us. Some of these criticisms are purely theoretical ; others, while based on experience, are drawn from considerations of but a narrow circle of facts, and make no allowance for opposing circumstances that are yet very obvious. Some points, also, that are prominent in the evidence we have already found occasion to deal with, as, for instance, in our discussion of the various grant-in-aid systems. Some, too, must be afterwards considered in connection with the question of closing or transferring departmental institutions. We shall therefore not attempt to record all that has been brought before us, but simply summarise such points not elsewhere disposed of as seem worth considering in the revision of the rules, under the following general heads ; (1) systems ; (2) amounts obtainable ; (3) conditions of aid ; and (4) administration. What is here said under the first two heads must be regarded as supplementary to previous paragraphs of the Report. It must be carefully borne in mind that our assent is not implied to all, or necessarily to any, of the views expressed. We may sometimes make comments of our own : but the main purpose of this section is to give a *résumé* of what has actually been advanced by those

who speak from the stand-point of private effort, and thus to make clear their wants and feelings. These it is necessary to take into account, whether the complaints made are or are not well founded. Again, it should be observed that some of the arrangements complained of, as for instance, certain reductions of grants, sometimes originated with, and often were sanctioned by, the local Governments, and cannot be charged upon the Department only. But from the point of view of private managers, the Department and the local Government are virtually one. It must also be borne in mind that some representatives of private effort make few complaints or none at all. Naturally, evidence of that class makes no appearance in this section, and but little anywhere in the Report. Those who have to inquire into the character and working of a system, must always give their main, if not their exclusive, attention to the charges actually brought against it. In our next section we shall endeavour to suggest remedies for so many of the complaints enumerated here as appear to us to have a solid basis.

EVIDENCE BEARING ON SYSTEMS OF AID.

482. Though there is some complaint that the rules of the salary-grant system are unnecessarily complex, the only one of the three chief systems against which, as a system, complaints are numerous is that of payment by results. We have already recommended that this method of aid be not applied to colleges, and therefore we need not recount what witnesses have advanced on that point. Besides the disadvantages enumerated in Section 4 of this Chapter, it has been pointed out how little encouragement the system gives to the setting up of new schools. It assumes that schools are already established, and have resources of some kind to carry them through preliminary difficulties. In the case of inexpensive primary schools in favourable situations, the managers or teachers may rely on fees till a grant can be claimed; but it is argued that in backward Districts, where a desire for education has to be fostered, this method of giving aid holds out little inducement to establish schools. Most of the witnesses suggest that the system should be combined with some plan that will enable teachers or managers to obtain a certain amount of aid however small, as a kind of fixed minimum not dependent on the results of examination. As to the details of this system, too rigid a definition of standards is generally deprecated, as leaving no independence to teachers or managers in the choice of the sort of education they wish to give.

and as making insufficient allowance for the varying quickness of pupils. Some witnesses go so far as to hold that the choice of subjects should rest entirely with the authorities of the school, and that Inspectors should only examine in whatever has been taught. It is certainly not unreasonable to hold with others that the same set of subjects should not necessarily be prescribed over a whole Province, and that schools in backward Districts should not be rewarded according to the same standards that are applied in the most forward. It is further held by some that the lowest standard for which grants are given is too high, so that little aid is obtainable for very elementary schools; and it is urged that this bears particularly hard upon Girls' schools, in which it is yet so difficult to attain appreciable results of any kind. It is even said that Inspectors who wish to be practically just are sometimes led to make their examination under the lower standards more lenient than is at all desirable. There is likewise some complaint of standards being the same for girls as boys. It is contended that, considering the special difficulties of female education, a less amount of proficiency on the part of girls should be rewarded by a grant than is rightly demanded in the case of boys. There are complaints, too, of excessive strictness in the number and length of the daily attendances required of pupils. These differ in different Provinces; but it is contended that they should differ more than they do for different Districts of the same Province, and in particular that they should be so arranged as to make, in some schools, greater allowance for pupils engaged at certain seasons in agricultural labour. The complaint has also been made of the system as administered in Bombay, that it requires an excessive amount of poetry to be learned by heart, and this increases the danger of relying too much on memory alone,—a danger to which all education in India is notoriously exposed. The sub-division of standards is also complained of, as well as the arrangement that failure in any one of the sub-heads prevents a pupil from earning a grant under the standard as a whole.

EVIDENCE BEARING ON AMOUNTS OBTAINABLE.

483. We have already expressed our opinion as to the extent to which grants to the various branches of education maintained by private effort are sufficient on the whole, and we have laid down some general principles by which State expenditure on such education should be regulated. Little therefore need be said under

this heading. Generally speaking, those who represent aided education regard the rates as too low. Such witnesses are of course prone to look at the question from their own point of view and to neglect considerations on the other side; but there is a general consent that more liberal aid would be likely to produce a much more rapid development of education. It seems, however, that less discontent has been caused by the actual amount of grants than by the expansion of departmental institutions, particularly in one province, concurrently with the withdrawal or refusal of grants-in-aid. It may not be possible to give indefeasible rights to claimants for grants-in-aid, but care should be taken to avoid even the appearance of starving the one class of institutions in order to provide for the wants of the other. Judicious distribution is probably of more importance in encouraging private effort than lavish expenditure. At this point we may notice the question raised by several witnesses, whether, in calculating the expenditure of a school in order to determine the amount of aid it should receive, something should not be reckoned for time spent in supervision as well as well as for time spent in teaching. In some cases the headmaster of an institution draws no part of his salary from the funds of the school, because he is not one of its regular staff; yet much of its real value may depend on the time he gives to it. This element is taken into account in some Provinces, but not in others. The question is attended with difficulty, but may be suitably considered in the revision of the rules. Another complaint bearing on the rate of aid is, that general rules are sometimes so applied as to reduce the amount on which managers have counted. For example, it is said that special grants fairly earned according to the rules have been refused, on the ground that if given they would bring the grant above a certain proportion of the total outlay on the school. A refusal of aid on such grounds is calculated to discourage those who have been induced to put forth special effort by the liberality of the offers made to them. It is to provide against this danger that we have laid down, in Section 4 of this Chapter, that the general principles regulating the amount of aid should not apply to cases in which Recommendations for special aid have been made.

EVIDENCE BEARING ON CONDITIONS OF AID.

484. Practice differs in the various Provinces as to the conditions on which schools are eligible for grants-in-aid, and the views

expressed as to what these conditions ought to be are various, and sometimes contradictory. Thus it is held by some that grants should in no way depend on the private resources forthcoming for the support of a school. Subscriptions, it is said, cannot be relied on, and to demand them before a grant is given renders the establishment of schools in needy neighbourhoods impossible. On the other hand, it is maintained that this condition evokes private liberality, and that aid should not be given except where the reality of the desire for education has been put to this money test. Possibly the difference may be reconciled by bearing in mind the different claims of primary and secondary education on public assistance. New schools for the poor are not likely to be largely established on the basis of voluntary subscriptions. But where the education is of a higher kind, and possesses a prospective money value, the earnestness of the desire for it may more fairly be put to this test. With regard to the condition that fees must be levied in aided schools in all ordinary cases, it has been rightly pointed out by witnesses, that if indigenous schools are to be aided it may have been often necessary to recognise the custom of paying fees in kind. It has been also pointed out, that such indigenous schools, as well as some others which have been left more or less outside the grant-in-aid system, can never comply with the strict conditions as to a committee of management and a theoretically satisfactory staff of teachers, which some Provinces still impose on every school applying for a grant. Native agency may sometimes work along these lines of management, and will probably do so more and more; but at present it often tends towards methods that are simpler, if also less likely to secure permanent success. Some kind of guarantee for permanence is of course eminently desirable, but it need not be insisted on as a preliminary to granting aid in every case without exception. It seems better to assist, while they last, a few schools that prove ephemeral in the end, than for fear of this slight amount of waste to leave unaided a multitude of struggling institutions, which by grants of but small amount might become useful agencies for the spread of education. Simpler conditions and less strict requirements might lead many who have not yet thought of doing so to apply for aid in the Provinces in question. Again, there are complaints of the threat at least being held out that the Department will insist, as a condition of aid, on all promotions from class to class being determined by departmental examinations. In the North-Western Provinces, the still further complaint is made

that the examination by which the internal economy of schools must thus be regulated, on pain of all grants being withheld, is badly arranged and badly conducted. We have dealt with this point, however, by a Recommendation under the head of secondary education. In Madras, the question is much discussed how far the employment of certificated teachers should be required as the condition of a grant under the system of payment by results. If the only object is to secure the most rapid spread of education, the less interference the better with the internal economy of those schools which are able by any instrumentality to pass a fair number of their pupils. If the object be to raise the standard of general efficiency, the employment of certificated teachers may not unreasonably be insisted on. On the one hand, to secure well qualified teachers is an object that should never be lost sight of. On the other, there is obvious danger in making the employment of such teachers a condition of aid too absolutely or too soon. It will require both skill and patience to reconcile the claims, which in this case are to some extent conflicting, of the more rapid spread and the greater efficiency of primary education. Again, complaint has been made of points wholly unconnected with education having been made indispensable to the bestowal or continuance of a grant. It has, for example, been extensively prescribed as a condition of aid in one Province that managers must hold themselves responsible for seeing that their pupils have been successfully vaccinated. However laudable the object may be, this is a confusion of educational, with hygienic, regulations which seems wholly out of place in a system intended to encourage private enterprise. The fear has been expressed that conditions of aid still more objectionable may be laid down by Local and Municipal Boards, and the need has been much insisted on that such conditions shall be fixed by Government and not by the Boards, and that an appeal shall lie to the Department if, in any case, the conditions fixed by Government are not observed. On this point we shall speak more fully under its proper head. Some witnesses would make it a condition of aid that no religious instruction should be given in an aided school, or at least that if given it should be entirely separated from the ordinary course. In view, however, of the declaration of the Despatch of 1854 that the system of grants-in-aid is to be based on "an entire abstinence from interference with the religious instruction conveyed in the schools assisted", and of the instruction to Inspectors in that Despatch that "in their periodical inspections

no notice whatsoever should be taken by them of the religious doctrines which may be taught in any school", this proposal need not be discussed. One aspect of the question also will be taken up when we come to speak of the future prospects and development of the system of aiding private effort.

EVIDENCE BEARING ON ADMINISTRATION.

485. The most numerous and important complaints brought before us in the evidence and memorials, refer to the practical administration of the different systems of aid. Thus it is stated that in some Provinces the plan of evoking private effort has not yet been fairly tried. The very first step towards the success of the plan is to make the rules under which aid is offered thoroughly known to those whom the State invites to help it in the work of education. Even this, it would appear, has not been always done. In the Punjab at least, care has not been taken to have the rules effectually published, or even translated into the vernaculars. It is not surprising, therefore, especially in a Province where English thought and English customs have as yet affected the community so little, that almost the only persons who have responded to the appeal of the State have been the Missionaries. It is stated, too, that even when an application for a grant has been made strictly according to the rules—which owing to the complexity of the rules in some Provinces is not always an easy matter—the delay before an answer comes operates as a great discouragement. In one Province the process to be gone through in obtaining a grant is said to be so complicated, that it cannot well take less than six months, and often does take considerably more. In connection with this subject we must notice the very numerous and loud complaints of the multiplicity and complexity of returns required from the managers of aided schools. In some Provinces it is declared that the trouble entailed by these returns is almost more than the grants are worth. The burden seems to be steadily growing as new Administrators devise new forms to be filled up, and even men of European experience and culture are said to be occasionally unable to understand what it is that they are required to state. If so, such requirements must be a real obstacle to the extension of aided education in the hands of local bodies and native gentlemen. It is not only the waste of time that is objected to, but the inevitable tendency of such a system to cast all schools in the departmental mould and to bring them practically under the

immediate management of the Director of Public Instruction. Complaints have been made that grants are given to Missionaries, when in similar circumstances they are refused to native bodies. It is certainly true that in some Provinces too little encouragement has been held out to the latter, but it does not appear that there has been anywhere, for many years, a deliberate refusal of aid to any particular class of effort. It is said also, that grants have been given to mission schools set up in the neighbourhood of other schools under private managers, but not to those in competition with Government schools. Missionaries make a similar statement as to aid being given to schools in competition with their own, but not to those in competition with Government schools. The complaint, in this form, is not that one kind of aided effort has been preferred to another, but that private effort of all kinds is discouraged when it competes with schools managed by the Department itself. Thus, too, in the North-Western Provinces there seems to have been a systematic reluctance to give aid to non-Government Colleges, even to so signal an example of private enterprise as the Muhammadan College at Aligarh. It is added that grants have in some cases been reduced at the very time when they are beginning to produce the desired effect of making the aided institution thoroughly successful. Even a few such examples may fatally interfere with the growth of private effort. There can be no doubt that the impression prevails in some Provinces that the Department is hostile to institutions that compare at all favourably with its own.

There are similar complaints as to undue favour or disfavour being shown to one class of aided institutions as compared with another in respect of severity of examinations, and to all classes of aided institutions as compared with departmental ones. It would be a waste of time to endeavour to determine whether such accusations have any foundation in fact. Unanimity as to the fairness of an examination is hopelessly unattainable. In our view, the complaint points chiefly to the desirability of not letting aid depend in any large measure on the mere results of examining individual pupils, except in those elementary subjects as to which it is comparatively easy to form a definite and well-grounded judgment.

Connected with this subject is the complaint, which is specially prominent in Madras and the Punjab, of public examinations being so used as practically to impose the departmental curriculum and even departmental text-books upon aided schools, and thus to render

the independent development of such schools impossible. It is stated, too, that by compelling aided schools to send up their pupils for tests applied throughout the whole Province, not only are children subjected to public examinations too young to bear the strain, but that an insuperable obstacle is thereby opposed to the gradual growth of that variety in the type of instruction which is essential for a civilised community with its many complex wants. In Madras there is also said to be some tendency to treat every deviation from the rules laid down in the "Standing Orders" for Government schools as *ipso facto* a defect.

From some witnesses again, though not from many, the complaint is heard that the low rates of fees charged in departmental institutions, prevent institutions under private management from being so self-supporting as they ought to be. In the opinion of one of the few representatives of native private effort in the Punjab, the low rate of fees and the indiscriminate bestowal of scholarships in the higher class of Government institutions form one of the leading causes of the stagnation of native educational enterprise throughout the Province. The same charge is brought in the Madras Provincial Report, not against the Department or strictly departmental institutions, but against the schools maintained by Municipal and Local Boards. These also are in a special degree under the influence of the Department, and some way should be devised of so regulating the fees as to check "the general tendency to fix them very low." To use public funds as a means of keeping down fees appears to us, at all events in regard to schools for secondary instruction, to be out of harmony with the spirit of the Despatches. Nothing is more important, in the way not only of encouraging private effort, but also of diminishing the amount of aid required, and so of economising the resources of the State, than to make fees as high as it is possible to make them without injury to education. Schools that are most closely connected with Government, as being naturally the strongest and most stable, must lead the way.

Another defect in administration to which attention has been called, is that of delay in the payment of grants after they have become due. It is in evidence that in one case a manager who has charge of a large number of schools had not received in October 1882 grants to the amount of Rs. 6,000 that were due to him for the previous year. Several witnesses have made similar complaints, though it may be hoped that such a case as this is as rare as it is extreme.

COMPLAINT OF WANT OF SYMPATHY IN ADMINISTRATION.

486. But the most common and most important class of complaints bearing on departmental administration is that it is unsympathetic towards private effort. This is expressed calmly by some and in emphatic terms by others; but representatives of aided education, in all Provinces except Bengal, say something that tends in this direction. The charge is no doubt vague; but it is clear that if the action of the Department has tended anywhere to make public opinion unfavourable to the policy of the Despatch of 1854, the obstacle thereby thrown in the way of evoking private effort may be very great, although intangible. One of the few representatives of private native effort in the North-Western Provinces and Oudh states that "Aided schools are looked upon by the Educational authorities as excrescences which are to be removed, and the sooner the better." He adds "they are the pariahs of the Education Department and are looked down upon with contempt. The infection has spread from the Department to the outside public, and the very name of a 'subscription' school moves a provoking smile." He mentions a friend who long maintained a school with but slender means, and yet said that he would rather let the school perish than apply to the Department for a grant, on the ground that he should not "be able to bear their scornful conduct, and their constant and harassing interference." The views of this witness are possibly extreme; but it is well to note the strength of feeling that his words indicate. If his statement as to the public opinion that has been induced by the action of the Department corresponds in the slightest degree with facts, it is needless to seek any other explanation of the grant-in-aid system having had such small success in the North-Western Provinces. None of the witnesses in other Provinces use such strong language. Still, what they say is enough to show that there are few Provinces in which the feeling between the Department and the representatives of aided effort is such as we should wish to see it. Some of the latter point to facts which appear to show an indifference, if nothing stronger, to private effort on the part of some departmental officers. Thus complaints are made of departmental institutions having been opened in direct opposition to those under private managers. Cases of this kind are not numerous; but it must be remembered that even a single case, unless the ground of action was not only very strong but also very clear, must have conveyed the impression to a whole Province that the Department

is the opponent and not the friend of private effort. More numerous cases have been pointed to, in which Departmental institutions have been set up in places where private effort, if warmly seconded, might easily have supplied the wants of the community. Cases of this kind must leave a similar, though a weaker, impression—at least must leave the impression that the Department likes best to have institutions of its own.

An official paper has been laid before us, from which it appears that in Madras it was proposed by the Director of Public Instruction to spend Rs. 30,000 with the avowed object of transferring the secondary education of an important town, which had hitherto been chiefly provided by private effort, wholly into the hands of the Department. His successor, indeed, advised against the measure and it was not carried out. The same Director avowed it to be his policy to develop Departmental education *pari passu* with that resulting from private effort; and in the opinion of many witnesses he aimed not so much at increasing both as at largely substituting the former for the latter.

Again, in proof of the want of sympathy for private effort, it has been pointed out that in few Provinces have representatives of non-departmental education been consulted on questions relating to education generally, and in few have they been invited to take any share in those examinations below the standard of the University which exert an influence upon schools at large. It must be remembered that this complaint, as well as many others, is not made in all Provinces alike. In Madras, for example, where some complaints are loud, this one is not heard. It may be, also, that the representatives of private effort are to some extent to blame for this isolation; but that they feel themselves to a large extent debarred from exerting any influence on the general current of education is plain from the evidence before us. We hope that the evil will be to a large extent remedied by Recommendations already made in Chapter VII of this Report.

Again, it appears that in some Provinces, though not in most, scholarships have been confined to departmental institutions. In one Province this was carried so far that, until after we had commenced our enquiries, scholarships were not only not tenable in institutions under private managers, but were rigorously withheld from pupils who had received any portion of their education in such institutions. Whatever may have been the intention of such rules, they seem to show that the policy laid down in 1854 had been over-

looked. They could hardly do otherwise than create the belief that the Department had no active wish that private educational effort should prosper.

Again, as pointing to this want of sympathy, it is stated that rules have been laid down for aided schools which the Department never thought of applying to its own schools. For instance, in Madras the rules allow no aid for the salaries of even the oldest and most experienced uncertificated teachers, while a few such men are nevertheless retained in Departmental institutions. In the same Province it is said that rules are laid down which, though excellent in the abstract, leave quite out of view the present needs of aided institutions and the actual difficulties of their managers. For example, while the scale of grants-in-aid of the salaries of certificated female teachers is admittedly a liberal one, the fact that hardly any such teachers can at present be procured seems to have been completely overlooked. It is also asserted that, for the sake of the theory that grants should not be given for servants, the aid has been taken away which was formerly given in paying the women employed to escort girls to school—a class of agents quite indispensable at present in a well-managed girls' school. For reasons such as these, it is stated that a scheme which looks liberal on paper turns out to be far from liberal in practice.

These are some illustrations of the opinion expressed by many witnesses who speak from the stand-point of aided education, that only in rare cases has the Department discharged its duty of actively fostering private effort—that cold justice is the utmost which as a rule it has been willing to accord. It is also alleged that there has been no want of vigour in the establishment of departmental schools, and that the impression has thus been left that those who wish to be honoured by the State for interest in education, must show that interest by supporting departmental effort. One witness says that any attempt to open a school that would even appear to be a rival to a departmental one “would be regarded not only by the officials but also by most of the respectable Hindu inhabitants as an act of disloyalty to Government.” Another, who is in no way connected with aided education, says that “Government institutions are invariably the most preferred and favoured, not only by the State but also by all those who crave and court State favour.” And witness after witness in nearly all the Provinces declares that many native gentlemen and native associations would be ready to establish aided schools if it were generally felt that

their doing so would be approved and commended by Government and its officials.

One of the occurrences which has been pointed to as showing that private effort sometimes receives even less than justice, requires somewhat fuller statement. In 1876 some reduction of educational expenditure was considered necessary in the Province of Bombay. The grant of Rs. 70,000 per annum, or 3·1 per cent. of the entire expenditure from public funds, which had been fixed as the sum to be devoted to the encouragement of aided schools (including those for Europeans and Eurasians), had by that time been considerably exceeded. It was accordingly determined that the first step in the retrenchment should be to reduce grants to aided schools within the predetermined limits. A conference was held with some of their managers, but the only question submitted to them was how the reduction already resolved on could best be made. It is in evidence that no representatives of native private effort, whose claims should have received fuller consideration than those of any other class of managers, were invited even to this conference; and that as a natural result the reductions fell disproportionately on them. In the end it was determined that the result grants hitherto paid for passing the higher University examinations should be reduced by 50 per cent., and the grant for passing the matriculation examination entirely taken away. The total sum expended under the ordinary rules, that is, according to the system of payment by results, was thus reduced from about Rs. 86,000 in 1875-76 to about Rs. 78,000 in 1876-77, and to about Rs. 66,000 in 1877-78, when the reduction had taken full effect. The whole operations of aided schools were thus most seriously crippled. There is nothing to show that any reduction in the outlay on institutions managed by the Department itself was either made or attempted at the commencement of 1876, when the financial pressure was first felt, though in the subsequent distress caused by famine at the close of that year, they also suffered largely. It is urged, however, that financial necessities were so great that "the only alternative was for Government to close, as a temporary measure, one or more of its old high schools or colleges, or else reduce the grants-in-aid of secondary education"; and that "the former course would not only have been extremely unpopular and have involved a great waste of money, but it would have been a departure from the policy of providing each District with one high school and its

feeders, which was carefully considered and adopted in the infancy of the Department." It must be admitted that the alternative was a hard one, and that if the financial distress was so extreme as to make an annual saving of Rs. 20,000 indispensable, many arguments may be advanced in favour of the course adopted. Yet it may reasonably enough be held that the wide-spread discouragement of private effort was a still greater evil than any that could have arisen from crippling or even closing a few departmental schools. There can be no doubt that the action taken has left, in many quarters, the unfortunate impression that it is not desired to encourage private parties to help the State in promoting education. A representative of native effort says, "owing to the withdrawal of grants, the progress of high schools conducted by natives has been hampered, and I don't think that unless important changes are made, the natives of this Presidency would find it worth their while to take a part in the education of their countrymen." Another representative of native effort expresses the conviction that "the procedure of the Department testifies to a distinct abandonment of the policy sketched in the Despatch of 1854, one of the primary and fundamental aims of which was to develop native enterprise in educational matters in this country." A European manager states it as his belief that it was because the grant-in-aid system "was so suitable to the requirements of the community that after ten years' operation Government thought it necessary to check its growth by reducing the grant or refusing it altogether." There may be insufficient ground for views like these, but the fact that they are entertained by those who have been most ready to respond to the State's appeal, is of no inconsiderable importance. It is only fair to add that the result-grants had again risen in 1881-82 to a sum in excess of their amount in 1875-76, before the reduction was made.

CONCLUSION.

487. Such is a digest of the complaints that have been made against the systems of aid at present in force, and against the method and the spirit in which they have been administered in some Provinces. We may repeat that we have confined our attention in this review to the evidence of witnesses who are more or less dissatisfied with the existing system and that the main purpose of the section has been merely to notice the opinions expressed by them. We have seen, however, in Section 3 of the present Chapter, that the development of education has only to a

small extent followed the lines marked out in 1854; and our review appears to be enough to show that this fact is due in a considerable degree to the district, and in some Provinces the strong preference shown by the Department for working through officers of its own rather than by means of private agency. We shall next attempt the more grateful task of showing how the complaints that have been made, so far as they appear to us to have a solid basis, may be obviated in the future.

SECTION 7.—Relations of private enterprise in education with (a) the Department, and (b) competing private Institutions.

INTRODUCTORY.

488. The review of the evidence bearing on grants-in-aid has shown that some amount of friction has existed between the Department and the independent persons and associations that have been active in promoting education. This is no doubt unfortunate, but considering all the circumstances it should not be regarded as unnatural, and certainly not as irremediable. It would be contrary to all experience if a scheme so far-reaching as that initiated in 1854, should come to maturity without considerable difficulty at first. There are always difficulties in reducing general principles to detailed practice. Mistakes in applying principles may escape detection when they are made, and yet may be readily seen when the time for taking stock of what has been done arrives. Our historical review of this subject has shown that, in spite of all the difficulties and disagreements that witnesses and memorials have brought forward, the scheme of grants-in-aid has in some Provinces realised the expectations of its authors, so far as secondary and collegiate education are concerned, and that under a somewhat modified form it has been found fitted to promote both the extension and the improvement of primary education also. We have shown, indeed, that it has been comparatively unsuccessful in other Provinces; but everywhere it has borne some good fruit, and its remarkable and constantly increasing success where the conditions have been favourable, gives encouragement to the belief that when mistakes of administration have been noted and corrected, it will do for education of every kind and in every part of India a work as extensive as beneficent. If we succeed in pointing out the best mode of reducing to practice the essential principles on which the whole scheme proceeds, all the diffic-

ulties that have arisen may come to be looked back upon at no distant date as only the obstacles and interruptions incidental to bringing into proper working order everything that is great and lasting. It has been necessary for us to recount these difficulties, not in order to exaggerate or perpetuate differences, that we trust will be removed, but simply to mark out the means by which a peaceful and safe development is most likely to be secured. It must be remembered that the difficulties enumerated have shown themselves in different Provinces in very different degrees. It should not be supposed that they have all appeared in any single Province. In some Provinces, such as Bengal among the more advanced, and the Central Provinces among the more backward, most of them are entirely absent. It should be noticed, also, that the very form of our enquiry has tended to make the blame for such difficulties as have arisen appear to rest on the Department more largely than has in all probability been really the case. It was plainly part of our duty to provoke criticism; and the questions put by us were therefore such as to bring to the surface every complaint that witnesses wished to make.

Had educational officers been asked to prefer their complaints against the managers of aided schools, we should doubtless have had it in our power to dispense more even-handed justice, but purposes of practical utility would not have been served so well. In estimating the value of the various complaints that have been made, it is well to remember that many of them refer to such differences as must always exist among those who sincerely desire to promote the same end. The general strain of the evidence agrees with what is said by a witness who has found the very gravest fault with the educational administration of his Province "while the Director's preference for Government schools is too strong, yet I do not think it would lead him knowingly to do anything unfriendly to aided schools."

THE ORIGIN OF THE CHIEF COMPLAINT.

489. The last mentioned witness has summed up all the more reasonable complaints that have been made. Setting aside objections to mere details which we hope will be remedied by revising the rules for aid after full consultation with those whom they most affect, all complaints may be resolved into this,—that the Department has too much forgotten the more important side of its two-fold responsibility. It was part, no doubt, of its duty to give direct instruction, but its chief function was that of evoking,

organising, and directing aright every educational agency that could by any means be brought to bear on the vast population of the Empire. The mistake is one for which many excuses may be offered. To most men it is more satisfactory to work through agents that are under complete control than through those who have views of their own, and who cannot be wholly prevented from giving effect to them. The work, too, of agents, whose principles of action are various and whose interests must at times conflict, is not easily directed to a large and common end. And if the results of the easier method of direct departmental action are less extensive and less enduring, yet it must be admitted that in the meantime they are more plain and precise and are also more rapidly attained. Moreover, the spirit of attending to one's own more immediate duty is not unnatural. The Department was instructed to manage directly one set of schools, while it was only indirectly to control another. It could hardly be expected altogether to overcome the very natural tendency to give more sympathy and support to the former than to the latter, especially in cases where the latter were weak and backward, and not easily raised into useful models of efficient and thorough education. It could not in fact have risen at once to the level of the high position it was meant to hold, without greater breadth of view and a more confirmed habit of looking to broad results than it is safe to count on in a large and busy Department. It must be added also that the Imperial and Local Governments, as well as the Department, have not always consistently applied the principles of the Despatch of 1854 to practice. These considerations are sufficient to show that some of the complaints we have recounted must almost inevitably have arisen. At the same time we feel it to be our duty to say that the development of private effort, and therefore the extension and improvement of education throughout India, has been greatly hindered by the extent to which the Department, not in all but in a majority of the Provinces, has failed to act steadily in the spirit of broad and generous policy laid down for its guidance at the time when it was originally constituted. In one Province the hostility to missionary schools shown by one of the earliest Directors of Public Instruction not only checked for the time the growth of an agency which might have done much to spread education and to evoke agencies even more extensive and powerful than itself, but also exerted an influence the results of which are felt to the present day. In another

Province, we cannot avoid the conclusion that impatience of the independent tone of private managers and of their boldness in asserting their rights produced a tension between the Department and the leading representatives of private effort which was allowed to prejudice the legitimate interests of aided institutions. In yet another Province the root of the difficulty lies deeper still, and may be found in a conspicuous indifference to the advantage of developing native private effort, which has stronger claims upon the State than private effort of any other kind. Lastly, in many Provinces a too exclusive interest in the superior success of departmental schools has induced the officers of the Department to favour them even at the expense of other schools and to distribute the pressure of financial difficulties unevenly over the institutions which stood to them in different relations, but were alike entrusted to their care. From causes such as these, some one or more of the conditions essential to the success of private effort have been neglected in practical administration; and to this neglect, not to any inherent defects, we attribute whatever disappointment there may be as to the results hitherto brought about by the system of grants-in-aid.

With these general remarks we pass from the consideration of the difficulties that have arisen. It will suffice if the experience of the past is used for the guidance of the future, and if those conditions are henceforward observed under which alone it now appears that the grant-in-aid system can take the place that it was meant to hold. We shall proceed to state what we regard as the chief conditions that are necessary to the complete success of any scheme for evoking private educational effort. If these are secured for the future, we feel assured that such effort will enter upon a new era of healthy and rapid growth, and that education will be more widely spread than it could be if the departmental method of action continued to be preferred.

THE FIRST CONDITION OF THE SUCCESS OF PRIVATE EFFORT.

490. Institutions under private managers cannot be successful unless they are frankly accepted as an essential part of the general scheme of education. This may appear to have been even more than sufficiently provided for by the Recommendation already made, to the effect that "while existing State institutions of the higher order should be maintained wherever they are necessary, the improvement and extension of private institutions be the

principal care of the Department." But the way in which the Department should manifest its care for institutions under private managers may be briefly indicated. No desire for greater symmetry of system or for any greater hold on the education of a locality should lead the Department to establish schools in places where aided effort can be made adequate. Recommendation No. 11 at the end of the present Chapter expresses our opinion on this point. Nor should the Department wish, or even allow, the management of independent schools to be handed over to it. Cases may arise in which an independent school is languishing, and in which a desire for the advancement of education may prompt the Department to take over the management and improve the school. But if it yield to this desire, the immediate gain will be outweighed by the general belief which such action cannot fail to create that the State is able and willing to do whatever the people ought to do for themselves but will not, and by the blow that will thus be struck at the very roots of private effort. Again, if institutions under private managers are to be regarded as part of the educational apparatus of the country no less than those maintained directly by the Department, it follows that those who assist the State by managing them should have great influence in determining all questions of general educational policy. The Head of the Department must still be the controlling authority in the last resort; but if an aided institution is preferable to a departmental one when it is equally efficient, the opinion and advice of the managers of the former should be at least as carefully attended to and carry as great weight as the views of those who are intimately connected with the latter. In determining all such matters as the arrangement or conduct of public examinations, the rate of fees, the terms of admission, the course of study, or the forms of periodical returns,—in short, with regard to all that concerns the education of the community at large, the Director of Public Instruction should be guided as much by the views of those interested in aided education as by those of departmental officers.. He should employ the teachers and managers of aided schools as freely, if they so desire, as officials of the Department in carrying out what has been resolved on. The Recommendations on this point contained in Chapter V will, we hope, contribute to securing this result as well as tend to the improvement of examinations. We have decided, as has been shown in Chapter VII, that the time has not come when a representative Board should be set

up to control or influence the educational executive, but meanwhile a useful substitute for such a Board may be provided by free and frequent consultation between the Director and those whom the State has invited to co-operate with itself. If aided institutions are thus to have the cordial sympathy of the Department, it follows that any success on their part must be as fully and warmly acknowledged as the similar success of a departmental institution. It follows, too, that when any changes are from time to time proposed, the bearing of such changes on the welfare and conveniences of schools under private managers should be carefully weighed. It also follows that all scholarships and rewards that the State confers should be given without regard to the form of management of the institution to which a candidate belongs. For reasons such as these, we recommend *that with a view to secure the co-operation of the Government and Non-Government institutions the managers of the latter be consulted on matters of general educational interest, and that their students be admitted on equal terms to competition for certificates, scholarships, and other public distinctions.*

THE SECOND CONDITION OF THE SUCCESS OF PRIVATE EFFORT.

491. The next condition essential to the success of private effort is that its freedom be not interfered with. There should be a clear understanding that a grant is not to be used as means of coercing managers into adopting the views of the Department. It is no doubt conceivable, though in a high degree unlikely, that there may be so radical a difference between the views of the managers and those of the Department that the latter may judge a school to be positively injurious. In that case the grant should be frankly refused or withdrawn. To use the grant as a means of pressing the school into the mould of a departmental school is opposed to the whole principle of relying upon private effort. The personal interest and zeal which it is the very idea of the system to appeal to, is always strongest in those who have views on education to which they desire to give practical effect. If such men are to help the State they must have freedom. Any disadvantages that may be incidental to such freedom are a small price to pay for its many benefits. This condition plainly forbids all attempts to take the internal arrangements of a school, for example the promotions from class to class, out of the hands of the school authorities,—an evil which we have already dealt with in our Recommendation No. 22

of Chapter V. It forbids all modes of inspection that would treat any deviation from the model set up by the Department as *ipso facto* a defect. It forbids demanding returns so minute and full that in order to furnish them the school must be arranged precisely on the plan that the form of the returns suggests,—an evil we have tried to meet by Recommendation No. 4 of Chapter VII. It equally forbids all endeavours to impose a rigid routine of study or a particular set of text books upon all schools. We therefore recommend *that care be taken lest public examinations become the means of practically imposing the same text-books or curriculum on all schools*. In short the Department should let aided institutions grow after their own fashion, interfering with that growth only in cases of extreme necessity. This must not, however, be understood to mean that managers are to be subject to no authority, or that their schools may be as inefficient as they please. Control is as necessary as freedom, and control must rest with the Department. While deprecating everything that would take away power and responsibility from managers with regard to the internal economy of their schools, we would increase rather than diminish the power of the Department to secure complete efficiency.* No doubt it is difficult or impossible to mark in set terms the boundary between interference with freedom on the one hand and legitimate control upon the other. But if the Department regards each school as a unit, with the internal economy of which its only concern is to see that it does well what it undertakes to do, and if it aims at making all such units mutually helpful, the problem will not be found too difficult to solve in practice.

THE THIRD CONDITION OF THE SUCCESS OF PRIVATE EFFORT.

492. But if fair play is to be given to the system prescribed by the Despatch of 1854, more is required than sympathetic dealing with aided institutions already in existence and security for their freedom. Every proper means must be employed to favour the establishment of new schools in places where education is already provided by Government as well as in others. The readiness of the State to aid those who come forward to establish such institutions should be actively impressed upon the people. In any Province where the bulk of the inhabitants have never been made aware that the State is willing to aid them in establishing schools of their own, it is plain that the grant-in-aid system has never been really tried. It is true that a proper regard for its dignity

prevents Government from assuming the attitude of a petitioner ; but the head of a Department entrusted with the care of education has wide scope for encouraging private effort without loss of dignity. Public sentiment is very intangible, yet it is a thing on which much always depends. By judicious and patient effort, a Director, supported by his Government, can do much to create the feeling that the State honours those who aid it by opening and maintaining schools. If such a feeling be once created, efforts along the lines marked out by the Despatch of 1854 will not long be wanting. Even in Provinces where private effort has not yet done much there is a promising field to work in. There are none where its prospects are at present so little hopeful as the Punjab and the North-Western Provinces ; yet in the former there is a mass of evidence to show that many native gentlemen will take part in the education of their countrymen if proper means to encourage them are used ; while of the liberality for educational purposes that is latent in the latter, there is ample proof in the long list of private benefactors, supplied by Babu Haris Chandra of Benares in the answers he has given to our questions. On the other hand, though grants be given to the few that ask them, yet if there be no attempt to increase the number of applications, while great care is given to the improvement and development of departmental schools, it is inevitable that the feeling should spring up of its being an act almost of disloyalty to open new schools, especially in places where education is under the direct management of the Department. Where any feeling like this exists, it is vain to count on private effort. We therefore recommend that, after care has been taken to adapt the rules to the circumstances and wants of each Province, as already recommended, *the revised rules for grants-in-aid and any subsequent alterations made in them be not merely published in the official Gazettes, but translated into the vernacular, and communicated to the Press, to the managers of aided and private institutions, and to all who are likely to help in any way in the spread of Education.*

THE FOURTH CONDITION OF THE SUCCESS OF PRIVATE EFFORT.

493. Again, it is necessary, if the full development of private effort is to be secured, that the fees in all secondary schools and Colleges that are managed by the Department be kept as high as possible, and higher than in aided institutions of a corresponding class. The fees in every institution should be as high as is consistent with

the spread of education, in order that the drain on the limited resources of the State may be lessened, and funds set free to meet new demands. The stronger an institution is, the higher is the fee it can afford to charge. As departmental institutions are certainly the strongest in India, not only from the prestige that their Government connection gives them but from the higher efficiency which in most cases they attain, it falls naturally to them to set an example which all others ought to follow as closely as they can. This is a condition of great importance, and we have called attention to it in Recommendations No. 10 of Chapter V and No. 10 of Chapter VI. It appears to have been nearly always fulfilled in schools and colleges managed by the Department directly, but by no means so in the town schools managed by Local and Municipal Boards, which are quasi-departmental in their character.

THE FIFTH CONDITION OF THE SUCCESS OF PRIVATE EFFORT.

494. Still another condition should be observed if private effort is to accomplish all that it is capable of. Room must be made for it as its area gradually expands. Wherever it becomes fit to do the work needed, the Department should remove its own institutions as the Despatch of 1854 contemplates.

It must always be a difficult and delicate thing to settle when a departmental institution, or any particular branch of it, ought thus to be withdrawn. If such a step be taken too soon, it may propagate the idea that Government has ceased to wish that opportunities for higher education should be afforded. If delayed too long, it must propagate the equally hurtful idea that the people should depend on Government entirely, without making an effort for themselves; and any such idea is of course fatal to private effort. This condition is so important, and yet so difficult to work beneficially and fairly, that we shall devote a separate section of the Chapter to its treatment. No more need be added here than that full encouragement to private effort demands that it be made clear by practical examples, when occasion serves, that departmental schools are not regarded as ends in themselves, but as a means of awakening such a desire for education that in course of time it may be maintained with moderate aid, and may become more and more self-supporting; though there is little ground to expect that the very highest kind of education will ever attain to complete self-support by means of fees alone. When a beginning is once made in thus withdrawing Government schools, it will be seen that

the Department ought not to be regarded a rival, but as an impartial authority that all should readily submit to. The power it will thus gain over every kind of education will be far greater than it can possibly exert if it be regarded as interested only, or interested chiefly, in the welfare of the institutions that it directly manages.

THE SIXTH CONDITION OF THE SUCCESS OF PRIVATE EFFORT.

495. Again, it is obvious that if the system of aided private effort is to have free play, it must not only be encouraged in such ways as we have recommended, but also must explicitly be preferred to every other mode of spreading education in cases where it is the agency best adapted to accomplish the end in view. Such a case there is in female education. Local official interest may undoubtedly do much to prepare the way for such education and to promote it ; but there is little hope of its flourishing anywhere, as yet, if it be taken up in a mere official spirit. It requires everywhere the fostering care which personal interest and zeal can best provide. In this field, departmental agency should be employed only in the last resort ; and it may be better to wait long for private parties to come forward than pre-occupy the ground with departmental or semi-departmental schools. We, therefore, recommend *that the further extension of female education preferentially promoted by affording liberal aid and encouragement to managers, who show their personal interest in the work, and only when such agency is not available by the establishment of schools under the management of the Department or of Local or Municipal Boards.*

FURTHER CONDITIONS OF THE SUCCESS OF PRIVATE EFFORT.

496. Some other conditions of the success of private enterprise in education, though highly important, are difficult to define. There is one however of which it is possible to speak with precision. Private effort cannot thrive unless it can confidently rely on the continuance, so long as it is required, of whatever financial aid has been extended to it. Sudden and arbitrary withdrawals of assistance are plainly inconsistent with the prosperity of the particular institution they affect. But they do injury on a still wider scale. They cannot but leave the impression on all who hear of them, that the Department does not really favour the establishment or development of any institutions of the class. It is true that as fees are raised, State aid should be gradually diminished, and in some cases withdrawn wholly. The limited funds available

are so much needed for new developments of education, that it would be a grave abuse to give aid that would leave a profit to managers, not being themselves the teachers, after the legitimate wants of their institution are provided for. This consideration renders it impossible to lay down a scale on which aid must be given in every case. Aid should be proportioned to real wants, and these must vary in various localities and circumstances. But whenever aid is to be withdrawn, due notice should be given, and full opportunity for the statement of their case afforded to the managers *before* the withdrawal is announced. And when aid is withdrawn, it should be withdrawn on some intelligible principles, and those principles should be stated as clearly as circumstances admit in the Code of rules for grants-in-aid. Nothing can be more fatal to private effort than arbitrary treatment, such for example as reducing the amount given to a school or college without regard to its locality, its expenditure, its stage of advancement, or any of its special circumstances. As the expense of an institution increases, the aid given to it should increase proportionately, provided always that its increase of expenditure be legitimate, and that strenuous efforts are put forth to make it as self-supporting as possible. Now if the principle thus enunciated be sound, it follows that the provision for grants-in-aid should not be limited to a fixed sum. Its steady increase should be expected and provided for. Something may be done to meet this increasing outlay by the gradual transfer of departmental institutions to the management of private bodies, and by the gradual withdrawal of aid as other institutions become more and more self-supporting by means of fees. But if private effort, aided and controlled by the State, is to be trusted to as the main agency for providing higher education, then as such education spreads, the demand for aid will increase too rapidly to be altogether met in this way. If there be no elasticity in the assignment for grants-in-aid, when any financial pressure comes the Department may have to face such an alternative as was presented in Bombay, where, as we have shown, it became necessary either to reduce grants suddenly and so discourage all private effort, or to cripple or close departmental schools in places where such action might throw education back for many years. Such an alternative may be again presented, unless the provision for grants-in-aid be kept, at any rate, abreast of the demands likely to be made on it. We, therefore, recommend that a *periodically increasing provision*

be made in the educational budget of each Province for the expansion of aided institutions.

SUMMARY.

497. The conditions thus stated must be practically recognised in some fair degree if private effort is ever to take the place it is meant to fill. Many of them have undoubtedly been wanting in some Provinces; and to whatever extent they have been wanting, we must hold that the grant-in-aid system has not yet been fairly tried. There can be no doubt that the Despatch of 1854 intended secondary and collegiate education to be largely provided by aided private effort; and the Despatch of 1859 expresses the hope that the former would at some future date be exclusively so provided. The time for depending upon private effort alone has not yet arrived, but progress towards it has been made; and progress towards it may be much more rapid in the future if suitable means are used. The two systems of aided private and of departmental effort may co-exist, and indeed must co-exist for a time. In fact, from the chief departmental colleges we have come to the conclusion that it is premature for Government to consider the propriety of withdrawal. But in the very nature of the case, one system must be steadily developing and the other steadily diminishing. All considerations tend to show that of the two systems private effort is the one that should increase, and the direct agency of the Department the one that should diminish. In all our Recommendations we have therefore kept the principle in view, that the main attention of the Department should be given to evoking and strengthening private effort, and that its success must be largely judged by the increase in the number and efficiency of aided or self-supporting institutions under private management that has resulted from its care.

RELATIONS OF PRIVATE ENTERPRISE TO COMPETING PRIVATE INSTITUTIONS.

498. Little need be said as to private effort in competition with other private effort. This is a matter in which there is not much that can be usefully done. What little the Department is called on to effect in the way of regulating such competition and making it fair and healthy, has been touched on in Chapter VII. But the chief educational problem of the day is how to multiply the agencies at work. The field is more than wide enough for all, though in a few special centres there may be some excess of competition. The time

may come when it will be one of the chief duties of the Department to reconcile conflicting claims, and to repress effort that is not required. But such a time is still distant. It is sufficient in the mean time if the Department prove itself so cordial in encouraging private effort of every kind that all the agencies at work will naturally invite it to act the part of an arbiter in whatever difficulties may occasionally arise.

SECTION 8.—Relations of private effort with Local and Municipal Boards.

INTRODUCTORY.

499. The functions of Local and Municipal Boards have already been discussed in connection with the primary schools that are or may be entrusted to them, and we shall return to the subject in Chapter XI. Here we shall speak of the Boards only in relation to private effort. In that point of view they bear, however, a double aspect. They may manage schools of their own, and in that capacity may receive aid from the Department, and thus be regarded as themselves examples of private effort. On the other hand, they may, like the Department, dispense grants from public funds in aid of private effort in the stricter sense. In very many cases they will, no doubt, have to act in both of these capacities. Obviously when in receipt of aid they should be treated by the Department on the principles explained above, and when they take the place of the Department as administrators of funds for grants-in-aid, their action should be regulated by the same principles.

LOCAL AND MUNICIPAL BOARDS AS MANAGERS OF SCHOOLS.

500. When Local and Municipal Boards manage schools founded by themselves, they must of course enjoy the same amount of freedom as other managers. In all ordinary cases they will be subject only to such supervision and control from the Department as the revised rules prescribe for managers generally. But a special class of cases will arise when any of the schools at present managed by the Department are transferred to them. These cases might be considered in connection with what we shall say hereafter as to the principles which should guide the Department in withdrawing from the direct provision of the means of education. But it will be more convenient to present our Recommendations on this subject here, and so to include in one view the relations that should subsist between Local and Municipal Boards and the Department.

When any such transfer of management takes place, it is obviously desirable that its terms be clearly understood, and that precautions be taken lest there be any falling off in the standard of efficiency attained, or in the rate of fee imposed, under the former management of the institution. It is equally necessary to preserve the rights of the teachers who may be employed in the school at the time when the transfer is made. We therefore recommend *that when any school or class of schools under departmental management is transferred to a Local or Municipal Board, the functions of such Board be clearly defined, and that as a general rule its powers include (a) the appointment of teachers qualified under the rules of the Department; (b) the reduction or dismissal of such teachers, subject to the approval of the Department; (c) the selection of the standard and course of instruction subject to the control of the Department; and (d) the determination of rates of fees and of proportion of free students, subject to the general rules in force.* It will be observed that in the case of schools that are thus transferred, we desire that the Department should have a voice in various matters, which in ordinary cases it is preferable to leave to the decision of managers alone, and in particular that none but teachers who possess the qualification prescribed by the rules be at any time appointed in such schools.

In the last Recommendation we have chiefly had in view the transfer to Local or Municipal Boards of primary schools, which contribute directly to the welfare of the entire local community and the management of which is comparatively easy. How far it is desirable that such bodies should manage institutions of a higher order is still in some degree a moot point. Experience may be expected to cast light on it in coming years. It is possible that the boards may consider the management of schools that confer a direct benefit on comparatively few as lying beyond their proper sphere. It is also possible, on the other hand, that secondary schools may be found to prosper better under committees of men who have special interest in education than under bodies primarily intended to accomplish very different purposes. At the least we desire that no obstacle be offered to the provision of secondary instruction by voluntary associations of native gentlemen formed specially for that purpose if such a course be shown by experience to be most advisable on the whole. We therefore recommend *that if in any Province the management of Government schools of secondary instruction be transferred either to Municipalities or Local Boards, or to committees appointed by those bodies, encouragement be given to the*

subsequent transfer of the schools concerned to the management of associations of private persons combining locally with that object, provided they are able to afford adequate guarantees of permanence and efficiency. We have abstained from recommending that secondary schools should be managed by Municipal or Local Boards; but some Provinces may wish to make the experiment, and in some it is being made already.

MUNICIPAL AND LOCAL BOARDS AS DISTRIBUTORS OF AID.

501. Municipal and Local Boards will, according to our Recommendations in Chapters III and IV, be extensively entrusted with the duty of aiding from the funds at their disposal the privately managed schools within their Districts. This is an extension of the principle of self-Government, which has a large preponderance of considerations in its favour, but which it is nevertheless necessary to guard against abuses that may possibly interfere with the progress of education. Many witnesses have expressed some fear that the Boards may manifest eccentricity or be swayed by prejudice in fixing the conditions on which they grant their aid. The Recommendation in paragraph 217 of Chapter IV, to the effect that the Boards shall adopt the rules prescribed by the Department for aiding primary schools, and shall introduce no change without the sanction of the Department, will to some extent provide against this possible evil. There is still, however, the danger that undesirable changes in the rules may be sanctioned in the course of time, and the more pressing danger that practical evils may arise in spite of rules. Much must always depend on the spirit in which rules are administered, and many evils have been suggested that may perhaps arise when administration has passed into the hands of Municipal and Local Boards. For example, it is feared that the claims of the poor may be overlooked; that where the language difficulty exists, sufficient aid may not be given to schools established for the benefit of minorities; and particularly that little encouragement may be afforded to schools primarily intended for the children of aboriginal and out-caste races. These and cognate dangers it is desirable to provide against as far as possible. We therefore recommend *that when Local and Municipal Boards have the charge of aiding schools, (1) their powers and duties be clearly defined; (2) that it be declared to be an important part of their duty to make provision for the primary education of the children of the poor; (3) that precautions be taken*

to secure that any assignment to them from public funds for purposes of education be impartially administered ; (4) that an appeal against any refusal of aid lie to the Department.

SECTION 9. The Future of aided Education.

INTRODUCTORY.

502. We have now described the present extent of private effort, the general condition of the education it supplies, and the amount of aid extended to it by the State in the various Provinces; we have also enumerated the chief complaints of those who are interested in private educational enterprise, and have given a general outline of the relations that ought to subsist between them and the Department and between them and public bodies exercising statutory powers. This leads naturally to some remarks on the future development of education under private managers. It is not less the avowed policy of Government than the true interest of the community that the growth of such education should be helped by all legitimate and prudent means. Considerations of economy, of the more rapid spread of education, and of the awakening of a spirit of self-help and of personal interest in the public good,—all point in the same direction. For much of the encouragement that is needed we rely on the Recommendations made above, intended as they are to bring privately managed institutions into closer and more friendly relations with the Department ; and to make those connected with them feel that the State is warmly interested in their success, and anxious to promote every wise effort they may make, to spread useful knowledge among every class of the inhabitants of India. There are some points, however, on which it still seems necessary to dwell, since they involve suggestions tending to secure the more rapid development and the greater usefulness of institutions that take their origin from private effort.

NEED OF INCREASED RESOURCES.

503. Financial considerations necessarily occupy the foremost place. Much may be done, as much has been done, by the spirit of benevolence ; but that spirit must be actively encouraged if its effects are to be widely extended. Even if it were within the range of hope that purely disinterested benevolence should meet a large part of the educational necessities of the country, it would not be in accordance with sound policy to rely on it ;

since it is part of the very idea of modern education that it should as far as possible be paid for by those who profit by it. For the sound development of education, therefore, it is indispensable that whatever is done by those who consent to make sacrifices for the public good should be met by efforts on the part of those who are directly benefited, and by the State as representing the community at large.

INCREASED RESOURCES FROM FEES.

504. Thus all considerations point to the desirability of raising fees as far as circumstances allow. We believe that much in this direction remains to be done in every Province; and we hope that Recommendation No. 8 of Chapter VII will draw the attention of all interested in education to the importance of steady effort towards this end. Such effort is particularly required in India, on account of the traditional sentiment in favour of gratuitous education which still lingers in the minds alike of Muhammadans and Hindus. This sentiment may have much in it that is pleasing, but it is wholly incompatible with any wide-spread scheme for education of a modern type. The Brahman educated in a Sanskrit school devoted himself to a life that involved in some measure the renunciation of the world, and he might with some show of reason claim a share in the fruits of the industry of others. No such claim can rightly attach to English education, which has a high money value of its own. It is essential that the old feeling upon this point should be gradually and cautiously but completely changed. That it has begun to be changed and may be changed still further, is manifest from the great progress towards self-support that some classes of schools have already made in some Provinces. The Government secondary schools of Bengal raise in fees 51 per cent. and the aided secondary schools of Madras 48 per cent. of their entire expense, and the Government secondary schools of Bombay and Madras follow these at no very great distance. This is shown in Table IV in this Chapter; from which it also appears that in other Provinces both classes of secondary schools are in this respect still very far behind.

POSSIBLE INCREASE OF FEES IN DIFFERENT CLASSES OF INSTITUTIONS.

505. It is in secondary schools that most should be done in the way of self-support. On the one hand the education which they furnish stands on a widely different footing from that afforded in the primary school. Although the necessity may be admitted of securing throughout the country the means of advanced education,

still it is not in the same degree incumbent on the State to take measures for placing secondary instruction within the easy reach of all. Secondary instruction has a prospective money value and should be paid for by those who receive it. On the other hand, it is not so expensive as collegiate education. In a college the attempt to raise the individual fee to the same proportion of the entire expense that it may bear without much difficulty in a secondary school might result in such a rate as would be prohibitory to the majority of students, and therefore in a diminution rather than an increase of the total income. Yet even in colleges the friendly co-operation of managers may do much to secure a cautious but steady increase. In a letter from the Director of Public Instruction of Madras, contained in a memorial submitted by the Missionary Executive Committee of that Province and printed in the Appendix to this Report, there is an interesting account showing how the fees in the leading departmental and the largest aided college of Southern India were simultaneously raised three times in the course of eleven years, without any permanent decrease of the attendance at either of the colleges. Thus with co-operation on the part of managers and judicious help from the Department, as the central authority in education, much may still be done to make colleges more self-supporting than they are. The aided colleges of Bengal are the foremost in India in point of self-support. As shown in Table IV in this Chapter they raise upon the whole 29 per cent. of their expenditure by means of fees. We are of opinion, however, that by steady effort a higher standard than this may be attained in course of time, without any sudden or excessive raising of fees or any injudicious pressure on students or their parents. With a liberal scholarship system for the help of poor students of marked ability, there is no hardship in a fairly high rate of college fee. As to primary schools, although their growth in self-support must be regarded as a consideration inferior in importance to the increase in the number of their pupils, yet practically no such large or rapid increase will be possible if the principle of self-support be lost sight of. Even in this class of schools something may be done. Many primary schools are situated in large towns where the value of education is now understood, and where parents are well able to bear a large proportion of the expense of the education of their children. In such places fees may be wisely raised, even while elsewhere the prominent aim may as wisely be to place the necessary rudiments of education

within reach of the backward and the ignorant at as easy a rate as possible. In all arrangements for thus increasing the self-support of any class of institutions, it is plainly necessary that schools under every kind of management should, as far as possible, advance *pari passu*, Government institutions leading the way, as it is incumbent on them to do, and as they have generally done. Thus the increase of fees is the first financial resource to which we look for the future encouragement and extension of private effort in the provision of the means of education. Such increase will have a double operation. First, it will place greater means at the disposal of present managers, which in most cases will be employed for opening new schools or developing and enlarging old ones. Secondly, what is even more important, managers of existing schools, as well as others who are possessed of public spirit, will be incited to fresh exertions by the practical proof that such efforts are appreciated by those for whose benefit they are made.

STATE AID AS AN ENCOURAGEMENT.

506. The steady increase of self-support by means of fees is thus one of the greatest encouragements to managers to persevere in educational efforts and to extend them. A similar steady increase in the aid afforded by the State is not equally necessary. Yet that aid also is an encouragement as well as a direct help. Even without much response from those who benefit by their labours, public-spirited school managers may long persevere if an authority which, like the State, commands the respect of all, signifies in a practical and impressive manner its approval of the efforts that they make. This may often be the only encouragement they are likely to receive for a considerable time ; and when such is the case, there is need in every point of view that State aid should for a time be large and liberal. We do not think that it is given to anything like a proper extent in Provinces which devote like Bombay only 4·37 per cent., or like the North-Western Provinces and Oudh only 9·03 per cent., of public educational funds to the aid of private effort. Such meagre provision appears to us to be opposed to the whole spirit of the Despatches that bear upon this subject. On the other hand, as self-support increases, assistance from public funds may very properly diminish, because no longer so imperatively required. It is at this point that one of the most difficult problems rises in regard to the future of aided education.

SAFEGUARDS AGAINST PREMATURE OR SUDDEN WITHDRAWAL OF GRANTS.

507. The problem is how to transfer State aid in whole or in part from localities or institutions which no longer need it to those which still require it, without discouraging the managers by whom it has been previously enjoyed. With the question of transferring funds from aided to departmental institutions, we do not deal; because any such procedure is diametrically opposed to the general line of policy that Government has laid down. But the problem that legitimately arises presents many difficulties. On the one hand, it is imperatively necessary that State aid be continued as long as the need for it remains. In our view, stability in the grant is even more essential for the due encouragement of private enterprise than liberality in its amount. A merely arbitrary withdrawal of such aid, when the crippling of a useful institution is the inevitable consequence of the withdrawal, must fatally discourage ordinary managers; and not only the managers of the one institution that has suffered, but all other managers equally. For even a single case of the kind may lead all to feel that they can no longer regard the contribution from public funds as an element in their income on which it is safe to count. On the other hand, there must plainly be a diminution of State aid as self-support increases, otherwise the limited funds available will be wasted on comparatively few institutions, while at the same time one of the main motives for effort towards making an institution self-supporting by means of fees will be removed, and resources will not be forthcoming, without extravagant expenditure, for encouraging the new workers in the field of education whom timely help might bring forward in constantly increasing numbers. Thus the Head of the Department, if he earnestly aims at the rapid spread of education, is in some danger of prematurely reducing or withdrawing aid to existing institutions, and thereby discouraging that private effort which ought to be his most powerful co-adjutor. Were it only possible, it would be in every respect desirable to guarantee distinct financial rights to those who by their disinterested efforts for the spread of education have taken on themselves financial responsibilities. We have carefully considered how far this object may be attained by means of legislative enactment. We have not found it possible to devise any scheme that would command general assent and be at the same time sufficiently elastic to meet the very varied cases that are likely to arise.

DIFFICULTIES IN THE WAY OF PROVIDING SAFEGUARDS.

508. The main difficulty is that no one rate of aid can be laid down as always equitable or adequate. Such a proportion of the entire expense of an institution as might be far from excessive in some cases would be wastefully superfluous in others. Nor can any one rate be fairly fixed even for all institutions of the same class. Those who struggle to maintain a secondary school in some poor town where a secondary school may for many reasons be eminently desirable, have a manifest right to expect more liberal aid than that given to the managers of a similar school in the midst of a large and wealthy population.

GENERAL PRINCIPLES BEARING ON THE SAFEGUARDS NEEDED.

509. For any detailed rules that may serve as a protection against the sudden withdrawal or reduction of State assistance, we must look to those who may be entrusted with the revision of the Code for grants-in-aid in each Province. We trust they will be able to insert in the new Codes some general provisions on the point such as may be suited to the circumstances of the different parts of the Province, and to the system on which aid is administered within it. Two general principles that bear upon the question may be safely laid down here. One is that no withdrawal or reduction of grant should take place (except in consequence of misconduct or inefficiency), without consultation with the managers concerned, or without an opportunity being given them for an appeal to the highest authority, if they think fit to make one, *before* the reduction is publicly announced. We have referred to this already, but we desire to lay particular emphasis on it in connection with the matter in hand. The second is that in view of the absolute necessity that the representatives of private effort should feel perfect confidence in the stability of State support, if their efforts are to be continued or increased, it is safer in this matter to err by excess than by defect. To continue a liberal grant somewhat beyond the time when it has ceased to be indispensable, is better than to reduce it prematurely and thus to awaken in the public mind a doubt whether the State feels an effective interest in the success of institutions under private managers. The one error leads to some waste of funds. The other prevents efforts from being made which might result in creating a powerful agency for the spread of education. Grants should be continued until it has become perfectly clear, if not to the managers concerned at least to all impartial

persons who are competent to judge, that the time for their reduction has arrived.

THE BEST PRACTICAL SAFEGUARD.

510. After all, the best security against sudden or premature reduction of grants will probably be found in the prevalence of the feeling that privately managed institutions are an integral portion of the whole system of education,—a feeling which all our Recommendations in this Chapter, and many in other Chapters, are meant to foster. If it be proved in practice that the Department regards such institutions with at least as much favour as those managed by itself, and that according to Recommendation No. 10 of the present Chapter, it makes their improvement and extension its chief object and aim, there will be little risk of the occurrence of the evils with which we are here concerned. Safeguards against them will become a matter rather of speculative interest than of practical importance. And if once such relations are universally known to prevail between the Department and private managers, any mistakes in practical administration that may still occasionally occur will not entail such discouragement to all independent effort as similar mistakes are apt to cause in some Provinces at present.

IMPORTANCE OF THE MUTUAL CO-OPERATION OF MANAGERS.

511. The cultivation of the feeling that all institutions, however managed, are to be regarded as a single and connected system under the friendly and impartial control of the Department, is important for the future of aided education in a way not yet touched on. The very increase of self-support by means of fees will give rise to a danger—has already to a very limited extent and in a few localities given rise to a danger—which it is well to foresee and to prepare for. So long as aid is necessary to managers and is received by them, the Department has the means of regulating competition in such a way as to prevent it from interfering with the healthy spread of education. We have referred to this point in paragraph 498 of the present Chapter, and have made a Recommendation, No. 7 of Chapter VII, as to the method in which the Department should exercise the influence which it thus possesses. But when schools no longer require aid, those of them that are in competition may use such means of attracting pupils as are likely to interfere with discipline and with the quality, and even the extent, of education. The only possible remedy will be found in public opinion. Public opinion may become sound enough and

strong enough to condemn and to prevent the use of such means of attracting pupils as are opposed to proper instruction or proper training. But it is only by degrees that such public opinion can be formed. If it is to grapple successfully with the evils we refer to, managers of schools in any town or District must come to regard one another as members of an organised body with aims and interests that are in a large measure common to them all. If the Department succeeds in inspiring all managers with confidence, and in accustoming them to co-operate through a series of years, moral influences may succeed in preventing unfair and hurtful competition when the time of complete self-support arrives, just as effectually as the influence of the Department, based upon the help which it impartially affords, can prevent it in the mean time.

A MEANS OF INCREASING THE INFLUENCE OF AIDED EDUCATION IN CERTAIN LOCALITIES.

512. Our attention has been drawn to an obstacle which has lessened the influence of aided education in special circumstances and localities, and which the course we shall now recommend may help for the future to remove. It is sometimes the case that the only institution of a particular class in a whole town or District is one where instruction in some definite form of religion is part of the ordinary course. In such cases it occasionally happens that many of the inhabitants allow their children to grow up in ignorance rather than have them instructed in the tenets of a religion they object to. From our point of view, and we believe also from the point of view of the benevolent persons by whom the schools in question are maintained, it is better that children should receive secular instruction only, than that they should grow up without instruction of any kind. We are, therefore, of opinion that, in the cases described, the question whether pupils are to attend the religious lessons ought to be left to the decision of their parents or guardians. We are aware that any such Recommendation implies taking notice of religious instruction, and may therefore be held to contravene the fundamental principle of absolute religious neutrality. But exceptional circumstances may sometimes justify an exceptional line of action. In all cases where a practical option is already afforded to parents by the existence of an institution at which religious instruction does not form part of the ordinary course, the principle of abstinence from all enquiry whether religion is taught or not taught, should remain in force. And altogether apart from the principle of

religious neutrality, we recognise that in ordinary circumstances it is best that all institutions under private managers should be perfectly untrammelled with regard to the instruction they impart and to the whole course of their development. But when it is found that any of the arrangements of an institution have the practical effect of retarding the spread of education, we consider it desirable to remedy the evil. In such cases it may commonly be better that those who object to the course of instruction in an existing school should set up a new school of their own, towards the establishment of which the Department should afford every encouragement. If that be done, the ground of interference with the course which the managers of the existing school may lay down will be removed. But until such a new school has been established, we are of opinion that parents should have it in their power to withdraw their children from that portion of the course in the existing school which they object to, so that the spread of education in the locality may not be practically hindered. We therefore recommend *that the system of grants-in-aid be based as hitherto, in accordance with paragraph 53 of the Despatch of 1854, on an entire abstinence from interference with the religious instruction conveyed in the institution assisted : provided that when the only institution of any particular grade existing in any town or village is an institution in which religious instruction forms a part of the ordinary course, it shall be open to parents to withdraw their children from attendance at such instruction without forfeiting any of the benefits of the institution.*

THE FUTURE OF AIDED EDUCATION IN OTHER SPECIAL LOCALITIES.

515. The above Recommendations refer to the future of aided education in some peculiarly circumstanced localities. There are others in which its future depends on its being allowed room for free expansion. In a few places an aided and a departmental institution come directly into competition. There may be special reasons why the latter should not be withdrawn ; but care should at least be taken that it does not overshadow and destroy the former. It must be remembered that at present popular feeling gives a departmental institution great advantages. Apart from any superiority it may have as a place of instruction, it is from a variety of causes commonly preferred by the majority. Popular feeling will no doubt gradually change if it becomes known that the State takes an even warmer interest in the well-being of institutions under private managers than in those that are directly conducted by the Depart-

ment. Something too will be done to redress the balance by continued attention to Recommendation No. 10 of Chapter V, and Recommendation No. 10 of Chapter VI, to the effect that fees in departmental shall be higher than in privately managed institutions. But a difficulty remains that has not yet been touched on. When other considerations render it desirable to continue a departmental institution side by side with one that is maintained by private effort, the former may be so constantly enlarged as to leave no room for the growth of the latter. We have already recommended that where State institutions are still required, they be maintained in full efficiency. But their full efficiency does not mean their indefinite expansion. If the resources of the State are used to provide the departmental institution with everything likely to attract candidates for admission and to enable it to make room for all such candidates, the popular feeling in its favour may be so wrought on, that prosperity may become scarcely possible for the aided institution by its side. At the same time there may be no room given for definite complaint to the managers of the latter. In such cases as we have described, some restriction on the growth of the departmental institution,—for example by a gradual increase in the rate of fees—may become an indispensable condition for the lasting usefulness of the aided institution that competes with it. This is a difficulty in practical administration which cannot be met by any rules that it is possible to lay down. We may here call attention to the following remarks of the Government of Bengal in reviewing the General Report on Public Instruction for 1881-82. That Government “is of opinion that the growing demand for English learning should not be met by indefinite extensions of the accommodation now afforded by Zila schools; but that endeavours should be made by limiting the numbers admitted to those schools, to give free play to the efforts of private enterprise and to the healthy spirit of competition which it engenders.” The whole subject, however, borders on two others that are both difficult and important, *viz.*, the withdrawal of Government from the direct provision and management of education, and the indirect aids which the State may afford to private educational effort. These two subjects we shall now proceed to consider in the two following sections.

SECTION 10—The Withdrawal of the State from the direct Provision and Management of Education, especially of higher Education.

INTRODUCTORY.

516. Perhaps none of the many subjects we have discussed is encompassed with greater difficulty or has elicited more various shades of opinion, alike among the witnesses we have examined and within the Commission itself, than that of the withdrawal of the Government from the direct support and management of educational institutions, especially those of the higher order. The difficulty of the subject arises from the great number of opposing considerations, each of which must have proper weight allowed it and be duly balanced against others. Complete agreement is not to be expected in a matter where so many weighty arguments on opposite sides have to be taken into account.

OPINIONS OF WITNESSES.

517. The points to which we invited the attention of witnesses were mainly these :—We asked them to explain the admitted fact that the policy of withdrawal indicated in the Despatch of 1854 had as yet been hardly initiated. We asked them also their view as to the propriety of further and more decisive action in this direction. For the fact in question many reasons were assigned, the chief of which were the success and popularity of the Government institutions, which naturally made the Department anxious to retain them, and the difficulty of finding suitable agencies able and willing to accept the transfer, without detriment to education in the locality concerned. With regard to future action two strongly opposed lines of argument were followed. On the one hand, it was urged that the very success of the advanced institutions supported directly by the State is a reason for maintaining them; that the people regard the maintenance of such institutions as an important part of the duty of the State as representing the community, which cannot justifiably be neglected or shifted to other shoulders; that the example of many civilised communities is in favour of the management of advanced education by the State; that this duty is now carried out in India at a cost which bears an insignificant proportion to the whole expenditure upon education, and still more insignificant

when compared with the whole resources of the State ; that as a rule there are no agencies to whom such institutions can be safely transferred ; that the order of withdrawal must be from below upward, and that, even admitting that the time is come or is approaching when Government may withdraw from secondary schools, the time for its withdrawal from colleges is still distant, or may never arrive ; that no resources but those of the State are adequate to procure a steady supply of men fit to teach in the highest institutions ; and that any withdrawal of the State from higher education would necessarily throw it into the hands of the missionary bodies, the chief advocates of a change which would cause distrust and apprehension in the great mass of the native community. On the other hand, it was urged that if ever education is to be adequate, it must be national in a wider sense than is implied in mere State management, and must be managed in a great measure by the people themselves ; that the very success of Government institutions is itself a bar and a discouragement to that local combination and self-reliance which it is a primary object of the grant-in-aid system to encourage ; that as a matter of course the people will not exert themselves to supply their educational wants so long as it is understood that Government is ready to undertake the task ; that, therefore, the greatest stimulus which Government can give to private effort is to put an end to arrangements which make it needless ; that there is some analogy between the action of Government in the matter of education and in the matter of trade, because though Government can do more than any one trader it cannot do so much as all and yet it discourages all, for none can compete with Government ; that Government action thus represses free competition and creates a monopoly injurious to the public interest ; that the absence of bodies willing to manage higher institutions is rather the effect than the cause of the unwillingness of the Department to withdraw from the direct provision of the means of education ; that closing or transferring Government institutions of the higher order would not result in any diminution of the means of the higher education, but would provide fresh funds for its extension in backward Districts, so that education would soon be far more widely diffused than at present ; and lastly, that if the policy of withdrawal be accepted, it can be readily guarded by provisions that will bar its application to any missionary agency, and that this policy will, on the contrary, so develop native effort as to make it in the long run vastly superior to all missionary agencies combined.

**THE BEARING OF THE POLICY OF WITHDRAWAL ON MISSIONARY
EDUCATION.**

518. The question how far the withdrawal of the State from the direct provision of means for higher education would throw such education into the hands of missionary bodies, held the foremost place in all the evidence bearing on the topic of withdrawal. Prominent officers of the Department and many native gentlemen argued strongly against any withdrawal, on the ground that it must practically hand over higher education to Missionaries. As a rule the missionary witnesses themselves, while generally advocating the policy of withdrawal, expressed quite the contrary opinion, stating that they neither expected nor desired that any power over education given up by the Department should pass into their hands. In a country with such varied needs as India, we should deprecate any measure which would throw excessive influence over higher education into the hands of any single agency and particularly into the hands of an agency which, however benevolent and earnest, cannot on all points be in sympathy with the mass of the community. But the fear which some departmental officers and some native gentlemen in all Provinces have expressed so strongly, appears to most of us to attach too little weight to the following considerations. No doubt if all Government colleges and high schools were to be suddenly closed, few except missionary bodies, and in all probability extremely few of them, would be strong enough to step at once into the gap. But any such revolutionary measure would be wholly opposed to the cautious policy prescribed in all the Despatches. There is no reason why a wise and cautious policy of withdrawal on behalf of local managers should favour missionary, more than other forms of private effort. It might, on the contrary, have the effect of encouraging and stimulating native effort in its competition with missionary agency. For example we have shown in Section 2 of this Chapter that in the Presidency of Madras where missionary education certainly holds a higher position than in any other Province, the encouragement given to private effort since 1865, while it has no doubt enlarged the work done by Missionaries, has evoked native effort in a far greater ratio. Most of this native effort has indeed been in lower rather than in higher education; but the amount of it that has taken the latter direction is sufficient to show that private native managers are thoroughly competent to conduct institutions of an advanced character. It would appear from the evidence of Mr. V. Krishnama Chariar that high schools under

native management in Madras are already able to produce better results than mission high schools, and at much less expense. The colleges too under native management hold a high position; as they also do, even though unaided, in Calcutta, and as high schools under native management do in many Provinces. It thus seems clear that in some Provinces at present, and in the rest in course of time, native private effort with proper aid and supervision can take the place of departmental effort, in at any rate secondary instruction, provided only that the withdrawal of the Department be not carried out too suddenly or on too large a scale. It further appears that in Madras at least ten high schools, some of them unaided, are working successfully in the same towns as Mission high schools. In Calcutta, where missionary effort is stronger than in any other city of India, the number of unaided high schools under native management is even greater. If native effort can thus hold its own in the face of keen competition, it seems plain that it could do so with still greater ease when a long established and efficient Government institution is transferred to native managers in places where no competition is likely to arise, provided the people are advanced and wealthy enough to maintain in full efficiency an institution of their own.

WITHDRAWAL IN FAVOUR OF MISSIONARIES TO BE AVOIDED.

519. At the same time we think it well to put on record our unanimous opinion that withdrawal of direct departmental agency should not take place in favour of missionary bodies, and that departmental institutions of the higher order should not be transferred to missionary management. In expressing this view we are merely re-echoing what is implied in the Resolution appointing the Commission, since it is "to bodies of native gentlemen who will undertake to manage them satisfactorily as aided institutions," that Government in that Resolution expresses its willingness "to hand over any of its own colleges or schools in suitable cases." It is not impossible that the restriction thus imposed upon the policy of transfer or withdrawal, may be represented as opposed to strict neutrality, which should altogether set aside the question whether a school or a body of managers inculcates any religious tenets or not. But it is so manifestly desirable to keep the whole of the future development of private effort in education free from difficulties connected with religion, that the course which we advise seems to us to be agree-

able to the spirit, if not to the letter, of the strictest doctrine of neutrality.

THE POSITION OF MISSIONARY ENTERPRISE IN EDUCATION.

520. In the point of view in which we are at present considering the question, missionary institutions hold an intermediate position between those managed by the Department and those managed by the people for themselves. On the one hand, they are the outcome of private effort, but on the other they are not strictly local; nor will encouragement to them directly foster those habits of self-reliance and combination for purposes of public utility which it is one of the objects of the grant-in-aid system to develop. Missionary institutions may serve the great purpose of showing what private effort can accomplish, and thus of inducing other agencies to come forward. They should be allowed to follow their own independent course under the general supervision of the State; and so long as there are room and need for every variety of agency in the field of education, they should receive all the encouragement and aid that private effort can legitimately claim. But it must not be forgotten that the private effort which it is mainly intended to evoke is that of the people themselves. Natives of India must constitute the most important of all agencies if educational means are ever to be co-extensive with educational wants. Other agencies may hold a prominent place for a time, and may always find some place in a system in which great variety is on every ground desirable. But the higher education of the country will not be on a basis that can be regarded as permanent or safe, nor will it receive the wide extension that is needed, until the larger part of it at all events is provided and managed by the people of the country for themselves.

THE LIMITS OF OPPOSING VIEWS WITHIN THE COMMISSION.

521. With such wide differences—differences amounting to a complete conflict of opinion—among witnesses, it could not be expected that entire agreement could be easily arrived at in a body so large and of such varied composition as the Commission. It is important, however, to indicate the limits within which the differences in our own views were all along confined. They are in effect the limits indicated in the Despatch of 1854. That Despatch, as we have already pointed out, looks forward to the time when “many of the existing Government institutions, specially those of the higher order, may be safely closed or transferred to the manage-

ment of local bodies under the control of, and aided by, the State." This clearly implies that, though individual institutions might long require to be maintained directly by the State, the hope was entertained that a time would come when any general system of education entirely provided by Government should be no longer necessary—a result towards which some progress has been made in many Provinces. On the other hand, the same Despatch lays down as clearly that the progress of education is not to be checked by the withdrawal which it directs to be kept in view and that not a single school is to be abandoned to probable decay. Subsequent Despatches, as we have shown in Section 1 of the present Chapter, have specially emphasised and in some respects extended this limitation of the policy of withdrawal. For instance, in paragraphs 45 and 46 of the Despatch of 1859, while it is remarked that the existing Government colleges are on the whole in a satisfactory state, and where defects exist, are to be placed on a better footing, stress is laid on the substitution of private for Government agency in the management of secondary schools only—a substitution which it was hoped would eventually be universal. To all such limitations we felt bound to give great weight, not less because they have been laid down by the highest authority than because we regarded them ourselves as wise and right. The reasons in favour of action tending towards the withdrawal of the State from direct management appeared to us conclusive; while the need of the greatest caution if withdrawal is not to be altogether premature, and therefore widely injurious, appeared equally indisputable. Our difficulty lay in co-ordinating the two classes of opposing considerations so as to determine the proper path for present action. It may be well to point out what are the opposing considerations to which most importance should be attached in arriving at a decision on this matter.

CONSIDERATIONS IN FAVOUR OF WITHDRAWAL: SAVING TO PUBLIC FUNDS.

522. The argument based on considerations of economy is extremely forcible,—how forcible will best appear by a reference to No. IV of our Tables on grants-in-aid, in Section 3 of this Chapter. We shall first point out the comparative cost to the State of instruction in departmental and in aided colleges. Putting together the amounts contributed from Provincial revenues and from other public funds, it appears from Table IV that the net cost to the State of educating each student in a Government college varies from Rs. 534-8-6, per annum in the North-Western Provinces,

and Rs. 477-1-10 per annum in the Punjab, to Rs. 210-1-2 in Madras, and Rs. 165-8-5 in the second grade college of the Central Provinces ; and that the average for all the Government colleges in India is Rs. 254-13-6 per annum for each student that attends them. The Table, however, shows, as has been explained in Section 3, only the amount that passes through the hands of the Department, and makes no allowance for the pensions of Professors. If the allowance calculated in that section be made for this additional expense, the average net cost to the State of each pupil in the colleges that are provided and managed by government directly will be about Rs. 297 per annum. Of non-Government colleges the most expensive is the Oriental College at Lahore, each student in which costs Rs. 107-2-3 per annum to public funds. As explained already, it is doubtful how this college should be classed, and however classed it stands on a totally different footing from ordinary aided colleges. The total expenditure from public funds on each student in aided colleges of the ordinary kind varies from Rs. 76-9-3 per annum in the North-Western Provinces to Rs. 29-9-8 per annum in Madras and Rs. 28-0-7 in Bengal ; while including the Oriental College at Lahore, the average for India generally is Rs. 42-9-1. If the Lahore Oriental College is excluded from view, the net cost to public funds of each student in an aided college, taking the average of all such colleges in India, is only Rs. 35-11-1, or excluding all Oriental colleges Rs. 35-14-3 per annum. Of course no addition has to be made on account of pension to the cost of aided colleges to public funds. If pensions are given in any of them, the expense falls entirely on private resources and imposes no outlay on the State. It thus appears that even if the exceptional Oriental College at Lahore be classed as an aided college, each student in a departmental college costs the State about seven times as much as each student in an aided college. If aided colleges of the ordinary type are alone considered, then the cost to the State of each student in a departmental college is more than eight times the cost of each student in an aided college. Two facts should, however, be borne in mind as accounting to some extent for this startling difference. On the one hand, in the departmental colleges salaries are high and everything required for their full efficiency is liberally supplied. On the other hand, there is a general consent that the aid afforded to colleges under private managers has in most cases been extremely meagre, and that consequently in them salaries are commonly

low, and much, that is necessary to proper equipment too often wanting. If there were greater economy in the one class of institutions and greater liberality practised towards the other, the cost to the State of educating a student in the former class could hardly exceed the cost of educating a student in the latter in a ratio so great as that of $8\frac{1}{2}$ to 1. But it seems safe to infer that even if all such inequalities were redressed each student in a departmental college would still cost the State some four or five times as much as each student in a college conducted by private managers. Thus wherever it becomes possible for Government to withdraw from the direct maintenance of colleges, the saving to provincial revenues in that class of education will necessarily be great.

In regard to secondary instruction, the difference in point of cost between departmental and aided schools, though not so striking as in colleges, is highly important. It appears from Table IV that the net cost to public funds (that is to Provincial revenues and Local and Municipal rates together) of educating each pupil in a departmental secondary school varies from Rs. 38-5-9 per annum in the North-Western Provinces to Rs. 17-1-1 in Bombay; while the net cost of educating each pupil in a corresponding aided school varies from Rs. 33-7-7 per annum in the Punjab to Rs. 6-7-8 in Madras. The figures given in the Table for both classes of secondary schools in Bengal are considerably lower than those we have just cited; but the Bengal figures for this class of instruction cannot be brought into just comparison with those of other Provinces. In Bengal the statistics laid before us make no distinction as to cost between 44,880 pupils in the secondary stage of instruction and 94,318 who are returned under secondary schools but in reality are studying in the primary departments of high and middle schools. Obviously since primary instruction is so much less costly than secondary, the average cost of each pupil, as it appears in our Table, is much less than—probably not more than a third of—the true cost of educating those who belong to high and middle schools alone. As matters stand, however, we have no means of disentangling from the totals supplied to us either the cost to the State or the total cost of those pupils who are passing through the stage of secondary instruction in Bengal. The average cost to public funds stands for India as a whole at Rs. 5-5-5 per annum for each pupil in an aided secondary school, as against Rs. 19-8-0 per annum for each pupil in a corresponding departmental school. These figures are in both cases less than the real cost, because the average for India includes

the figures for Bengal, which, as just explained, are greatly lessened by the inclusion in the returns of secondary instruction of so large a number of pupils in the primary stage. It is not likely however that the ratio between the expense of the two classes of institutions is appreciably disturbed by this want of accuracy as to the total expense in each. If to the Rs. 19-8-0 per annum which it costs to educate a pupil in a departmental secondary school be added Rs. 3-4-0, the pension allowance of one-sixth, which is also borne by the State, though not paid from educational funds, it appears that the net cost of each pupil in a departmental secondary school is Rs. 22-12-0 per annum as against Rs. 5-5-5 in a corresponding aided school. Thus the departmental secondary school is rather more than four times as costly as the aided one.

The average cost to the State of each pupil in a departmental primary school is for all India more than three times as great as in an aided primary school. On this point, however, which involves many considerations, we need not here dwell; more especially as the proportion varies widely in different Provinces. It is also admitted on all hands that questions of expense have much less weight in regard to elementary than in regard to more advanced stages of instruction; and it is to colleges and secondary schools that the grant-in-aid system is by universal consent specially applicable.

CONSIDERATIONS IN FAVOUR OF WITHDRAWAL: SUMMARY OF THE ARGUMENT FROM ECONOMY.

523. It is to be remembered that the following calculations are based on a hypothesis of entire and immediate withdrawal, which is admitted on all sides to be impracticable. But it may serve to show the strength of the financial reasons for withdrawal, when viewed by themselves, if we estimate at this point the saving that might be effected and applied to the further development of education if other considerations allowed a step of this kind to be taken. And it will be obvious that even partial action in the direction of withdrawal would liberate a proportionate share of public funds. The general result of the foregoing enquiry is that, as at present managed, departmental colleges are about eight times, and departmental secondary schools about four times, as expensive to the State as the corresponding institutions under private managers. The net outlay from public funds on Government colleges is Rs. 6,43,891 per annum, and the entire sum these colleges cost

the State when the pension estimate is added may be called in round figures Rs. 7,50,000. At the present rate of aid, one-eighth of this amount or say Rs. 94,000 per annum, would educate the same number of students in aided colleges, a saving being thus effected of Rs. 6,56,000. Again, the whole outlay from public funds on departmental secondary schools is at present Rs. 11,14,702 per annum. When the pension allowance is added, their whole net cost to the State may be placed in round figures at Rs. 18,00,000. At the present rate of aid, one-fourth of this amount, or Rs. 3,25,000, would educate the same number of pupils in aided secondary schools, a saving being thus effected of Rs. 9,75,000 per annum. Thus the total saving on collegiate and secondary education taken together would amount to Rs. 16,31,000 per annum.

Now in addition to the Rs. 20,50,000 per annum which we have seen to be expended (including pension charges) on collegiate and secondary education in departmental institutions, nearly Rs. 6,35,000 per annum is spent on such education in institutions conducted by private managers. Thus about Rs. 27,00,000 is the total State expenditure on all classes of collegiate and secondary institutions. If it were possible to put all departmental colleges and secondary schools on the same footing as aided institutions, the whole present amount of work would thus be done for less than Rs. 11,00,000 per annum, and the Rs. 16,31,000 saved might therefore, if applied in the form of grants-in-aid, become the means of raising the means of secondary and collegiate education to about two and a half times its present amount. Or again, the outlay from public funds on primary education is about Rs. 36,25,000 per annum. If the Rs. 16,31,000 saved were devoted to primary education, its present extent might be increased in a ratio of about 45 per cent., secondary and collegiate education remaining in point of extent as they are. It must be clearly understood that no such sweeping transfer of management as these calculations might seem to involve is possible in the near future, or desirable even if it were possible. And it will appear in the sequel that, if transfers of management are to be made at all, more liberal rates of aid than those now in force will in most cases be indispensable. Thus the calculations we have made are not to be regarded as a definite basis of action. Our figures are intended only to show the strength of the financial argument for withdrawal when that argument is regarded singly. They simply prove that it is desirable to go as far in the direction

of the withdrawal of departmental management as considerations more important than those of a merely financial description will allow.

**CONSIDERATIONS IN FAVOUR OF WITHDRAWAL : POSSIBILITY OF
IMPROVEMENT IN THE RESULTS OF PRIVATE EFFORT.**

524. To all that has been said it must be added that private effort is as yet in its infancy, and if encouraged and developed to the full, it seems capable of producing results far greater and more satisfactory than any that have hitherto accrued from it. If as already shown in this Chapter, private effort even now produces results which are found by ordinary tests to be by no means unsatisfactory, and produces them at an average cost in colleges of one-eighth and in secondary schools of one-fourth the amount spent on each pupil in departmental institutions, it does not seem unreasonable to hope that it will at some future period meet all, or all except the very highest, educational wants of the community at an expense to public funds that will be little more than nominal. Much more may such a hope be cherished when it is remembered that the withdrawal of Government from many of the institutions which it now maintains will certainly stimulate private effort to fresh exertions, provided that such withdrawal take place only when the time is ripe.

**CONSIDERATIONS IN FAVOUR OF WITHDRAWAL : NEED OF VARIETY
IN THE TYPE OF EDUCATION.**

525. Another argument in favour of withdrawal is referred to in the Resolution appointing the Commission : we mean the urgent need there is for variety in the type of higher education. Necessary in every country, this is particularly required in India where the larger portion at all events of the population are apt to be passively receptive of influences from without. Departmental institutions naturally tend to uniformity, alike in their tone and character and in their course of instruction. Notwithstanding the action that is often taken to promote and encourage variety in departmental institutions, so as to suit the requirements of different localities or different sections of the people, the limits of any such variation are necessarily defined by the fact that the controlling agency is one and not many ; and also in one obvious direction, by the fact that the State is bound to a policy of religious neutrality. On the other hand, institutions under private management have no necessary tendency towards uniformity ; and

the only external authority which they acknowledge is that which is imposed equally on departmental and other institutions,—the controlling authority of the University. Consequently any measure that tends to increase the number of privately managed institutions, widens at the same time the limits within which variety is possible by adding to the number of those who under a well-regulated system of aid need be bound by no departmental model and are free to work out their own ideas in their own way. As intimated above, no college or high school can greatly transgress the limits set by the University in prescribing the course of studies and the standards of examination; but in all matters lying outside those limits, whether relating to subjects of study, to methods of instruction, or to discipline, managers of independent institutions can find scope for wide and healthy variety of treatment. In the case of middle schools, there is no such authority external to the Department; and independent institutions will accordingly enjoy complete freedom in their work if the Department acts in the spirit of the suggestions we have already made for securing greater variety in the character of secondary schools. It will not of course be forgotten that departmental institutions may set a standard to the large class of schools which need some example to follow. But we would still point out that, however excellent may be the model that departmental institutions afford, it is not one model, not even the best, but many models, that the varying circumstances and needs of India demand. To some of us again it appears that there is a danger of non-departmental institutions conforming too closely to the model thus furnished them, even when circumstances would justify or require departure from a prevailing type. The influence of departmental institutions is admitted to be very great; and it is thought that in Provinces where they furnish a large proportion of the whole means of advanced instruction, it is only in exceptional cases that private managers are likely to deviate from the model that is constantly before them. To others of us this particular danger does not present itself. By them experience is held to show that whenever private persons have enterprise enough to set up a college or school, they have also independence enough to follow their own line in determining its character; adopting all that is valuable in the departmental model, and rejecting such parts of it as they may not consider suited to their purpose. In one respect also, which is subordinate, but in its own place far from unimportant, Government institutions present a model which cannot be regarded as wholly

suitable. Supported as they are by the practically inexhaustible resources of the State—resources at the command of a Department which naturally takes a pride in making its own institutions as nearly perfect as it can—they tend to become too stately and elaborate, and certainly too expensive, to be proper models for imitation in a country so poor as India. If such institutions were regarded as models to be universally accepted, there would be little hope of providing the means of advanced instruction even on the scale that is now required, and still less of providing it on the much larger scale that will be needed when a wider basis for it is laid by the spread of primary education among the masses of the people.

CONSIDERATIONS IN FAVOUR OF WITHDRAWAL : ENCOURAGEMENT TO RELIGIOUS INSTRUCTION.

526. Again, there is the important question of securing a religious element in higher education, or at all events of there being no practical hindrance to the presence of such an element when the people of the country wish for it. The evidence we have taken shows that in some Provinces there is a deeply seated and widely spread desire that culture and religion should not be divorced and that this desire is shared by some representatives of native thought in every Province. In Government institutions this desire cannot be gratified. The declared neutrality of the State forbids its connecting the institutions directly maintained by it with any one form of faith ; and the other alternative of giving equal facilities in such institutions for the inculcation of all forms of faith involves practical difficulties which we believe to be insuperable. In Chapter VI we have shown that we are not insensible to the high value of the moral discipline and example which Government institutions are able to afford ; but we have also shown that we regard something beyond this as desirable for the formation of character and the awakening of thought. To encourage the establishment of institutions of widely different types, in which may be inculcated such forms of faith as various sections of the community may accept, whether side by side with or in succession to Government institutions, is one mode in which this difficulty can be practically solved, though it is a mode not free from objections and even dangers of its own. It is clear that whatever other efforts in this direction may be made, such encouragement would be afforded in a high degree by the withdrawal of Government institutions when the people professed their

desire, and manifested their ability, to establish an institution in which special religious instruction could be given. It is true that a Government or other secular institution meets, however incompletely, the educational wants of all religious sects in any locality, and thus renders it easier for them to combine for educational purposes; while a denominational college runs some risk of confining its benefits to a particular section of the community, and thus of deepening the lines of difference already existing. Still this is a solution of the difficulty suggested by the Despatch of 1854, which expresses the hope that "institutions conducted by all denominations of Christians, Hindus, Muhammadans, Parsis, Sikhs, Buddhists, Jains, or any other religious persuasions, may be affiliated to the Universities, if they are found to afford the requisite course of study, and can be depended upon for the certificates of conduct which will be required." Apart from the strictly moral or religious aspect of this question, we may point out that the existence of institutions of the various classes thus referred to will contribute to the intellectual development of the Indian community by arousing enquiry on the highest themes of human thought and thus helping to meet what is probably the greatest danger of all higher education in India at present—the too exclusive attention to the mere passing of examinations and to the personal advantages to be derived therefrom.

CONSIDERATIONS OPPOSED TO WITHDRAWAL: THE DANGER OF A FALSE IMPRESSION BEING MADE ON THE PUBLIC.

527. Such are some of the most important considerations in favour of the withdrawal of Government from the direct provision of the means of education, and especially of higher education. But arguments in favour of exercising the greatest caution, and even of interposing long delay in carrying out the policy to which such considerations point, are no less weighty and important. Hasty or premature withdrawal is certain to leave the impression that Government no longer feels any interest in the spread of liberal education; and in a country where so much importance is attached to the views and example of Government, the existence of any such impression would be one of the greatest discouragements private effort could possibly receive. Whatever steps are taken in the direction of withdrawal must therefore be taken in such a way as to make it clear beyond the possibility of doubt that they are taken for the benefit and extension and not for the injury of

higher education. There is danger that measures which are called for by the highest interests of the native community may be regarded as indicating indifference to their claims or even a desire to prevent their ablest members from rising in the social scale. Such a misconception would be injurious, not only to the interests of education, but to interests which are, if possible, even higher.

CONSIDERATIONS OPPOSED TO WITHDRAWAL : DIFFICULTY OF MAINTAINING COLLEGES OF THE HIGHEST TYPE BY NATIVE EFFORT.

528. Again it is more than doubtful whether either the zeal for culture or the power of combination is as yet sufficiently active to secure the maintenance in undiminished efficiency of colleges of that high type which ought to have at least one example in every Province. It is beyond doubt that native effort with due encouragement and aid is now able in many places to maintain not only high schools but also such colleges as may be regarded as auxiliaries to those of the very highest type. But it is a long step even from such colleges to those for example which are maintained by Government in the different Presidency towns. To these last, the resources of the State, coupled with the assured prospects secured by being recognised as servants of the State, have often drawn men of the highest academical distinction. Even if equally assured prospects could be held out by bodies of native gentlemen, and of this we can see no immediate prospect, it would still be more than doubtful if men of the same academic standing or the same mental calibre would connect themselves with institutions under private management. It is obviously a gain to the whole empire that such men should give themselves to the intellectual culture of the most promising Indian students. This consideration cannot in its full force have a wide application, but it is one to which, when any large measure of withdrawal is being considered, great weight will be given by every impartial mind.

CONSIDERATIONS OPPOSED TO WITHDRAWAL : INFLUENCE OF GOVERNMENT INSTITUTIONS IN KEEPING UP THE STANDARD OF EDUCATION.

529. Connected with the last consideration is another which applies to a greater number of departmental institutions. There is no doubt that the help of such institutions is still required in keeping up a proper standard of education in its more advanced stages. The Universities may largely serve this end, but there is need of a high standard being practically exemplified as well as theoretically

set up. We are not called on to determine whether there may not be here and there a privately managed institution that may be as safely trusted to keep its standard high as any Government institution ; but certainly, upon the whole, Government institutions discharge this function much better than those under native management can hope to do. With regard to colleges at all events, until those in the hands of private managers have reached greater stability and wider influence than almost any of them as yet enjoy, it would not be safe to trust to them alone for the model of discipline and intellectual attainment that is indispensable if a high type of liberal culture is to be permanently maintained. It may perhaps be thought possible to trust to competition alone for the maintenance of standard we have in view ; but competition will tend in some respects towards deterioration as certainly as it will tend in others towards greater excellence. In the present state of feeling, the danger is great that the only competition between institutions will lie in a comparison of the number of passed students that each can claim. When passing examinations is the only goal that instructors keep in view, real excellence in education is not only not advanced but is positively hindered by competition. There is of course nothing in the nature of the case to make a Government institution necessarily superior to one that is maintained by private effort. The very highest type of excellence may come to be afforded, as in some countries it is now afforded, by institutions on the footing on which aided colleges stand in India. But for the present, the stability of their pecuniary resources and the prestige which they enjoy make Government colleges more independent of competition, and should therefore enable them to maintain a high standard of excellence with very much greater ease than is likely for many years to come to be the case with other institutions. This consideration, as well as the last one, points to the absolute necessity that the process of withdrawal should be gradual and slow. It points equally to the necessity of affording liberal aid to existing institutions under private managers, especially to those that hold the most prominent positions, in order that their stability and efficiency may be great and their standard high. It is only when, with the advance of University education in India, private effort has proved its capacity to take the lead in giving culture of the very highest kind, that the withdrawal of departmental institutions can be effected without injury to the education of the country as a whole. The first step therefore towards

any large measure of withdrawal, and towards the saving such a measure will effect and the good of many kinds that it will do, must be to afford every encouragement to private effort to show what is the very utmost it is able to accomplish.

CONSIDERATIONS OPPOSED TO WITHDRAWAL : THE PRESENT STATE OF POPULAR FEELING.

530. But the strongest of all arguments against the immediate carrying out of any extensive measure of withdrawal remains to be stated. Any large or hasty step in this direction is not only undesirable, but in our view impossible—impossible, that is to say without injury to those educational interests which it is our duty to conserve. In the very nature of the case, withdrawal cannot be effected without the co-operation of such “bodies of native gentlemen” as those to which the Government desires to transfer the institutions now maintained directly by the State. Some Government institutions may be simply closed with little loss of any kind to education. To several cases of this kind we shall advert in the sequel. But in the majority of places where departmental institutions exist, withdrawal, unaccompanied by provision for the institutions being otherwise carried on, cannot be effected without far more than local injury. Now the evidence shows that but few of the leading members of the native community are at present inclined, or consider themselves called on, to co-operate with Government in this matter. Yet it is a matter in which without their cordial co-operation nothing can be done. The tenor of much of the present Chapter will show that we regard the past action of the Department in its general preference for Government institutions, as having contributed to the present state of feeling. But so long as that feeling lasts, whatever its origin may have been, the policy of withdrawal can be carried out on an extensive scale only at the cost of surrendering not one school but many “to probable decay”, and so at the cost of setting at naught the wise precautions of the Despatch of 1854 and subsequent Despatches. We are, however, sanguine enough to believe that the statement of the considerations which were present to the minds of the writers of the Despatch, and which have induced us to pass unanimous Recommendations in favour of action tending towards the withdrawal of the State from the direct management of higher institutions, will not be without its influence on the community at large, especially if supported by steady departmental action along the lines which we have endeav-

oured to lay down. We believe that when the local Governments and the Heads of the Department have shown in practice for a sufficient time that they cordially favour the largest possible healthy development of every kind of private effort, and that they honour those who put forth such effort, bodies of native gentlemen will show that they feel the force of the call addressed to them. We believe native gentlemen will recognise the need of helping the State in its gigantic task, and the need at the same time of securing a greater extension of advanced education and a greater variety in its type. We believe that influenced by these and similar motives they will come forward voluntarily, and come forward in rapidly increasing numbers, to take the honourable place which the State has reserved to them in establishing the civilization of their country on a firm and a permanent foundation. But there is no room for any large policy of withdrawal until public opinion has begun to turn in its favour. Any measures that out-run public opinion would retard rather than hasten the time when a really beneficial policy of withdrawal can be thoroughly carried out. No doubt, the formation of a healthy public opinion on the point may be promoted by judicious action when proper opportunities occur. If the whole influence of the State and of the Department is exerted in favour of private, rather than of departmental, effort within the limits of our Recommendations, and if transfers of management are made only when it is clear that they do not injure but advance the general cause of education, we are convinced that the State will at no distant date be able safely to withdraw from many of its institutions, and that, as time goes on, it will be able with universal assent to withdraw from more and more of its institutions, and from institutions always higher and higher in the educational scale. But how far the process should be carried is a question that may be left for future experience to decide.

FINANCIAL CONSIDERATIONS AFFECTING WITHDRAWAL.

531. By some it may not improbably be regarded as an objection to withdrawal that the first step towards it is likely to be an increased outlay on higher education. If privately managed institutions, especially those in the most prominent positions and of the most advanced character, are to become fit to take the place of departmental institutions as the chief means of exemplifying the highest standard of culture, they must obviously become more costly than they are at present, and must receive an in-

creased amount of aid ; and if at the same time State institutions are also to " be maintained in complete efficiency wherever they are necessary", it may appear that some risk will rise of excessive outlay on advanced education. This is a consideration to which we do not attach any great importance. We think that the savings effected by such withdrawal of departmental institutions as may be found possible at once, without injury, together with the increased amount of fees that may be realised in some of the departmental institutions from which no withdrawal should be contemplated, will more than suffice to meet the not very large outlay that will be needed to secure the further development and the full efficiency of advanced institutions under private managers. But even were it otherwise, we believe that gradual and cautious action by the State in the direction of withdrawal is likely to bring with it such important and beneficial results, that some temporarily increased expenditure might be wisely incurred in securing them.

WITHDRAWAL FROM MANAGEMENT NOT TO INCLUDE WITHDRAWAL FROM CONTROL.

532. There is an important point bearing on the question of withdrawal which this is the most convenient place for introducing. We are entirely agreed that the careful supervision of the State is indispensable for higher education ; and that whatever withdrawal there may be, whether soon or late, from its direct provision, there should be none whatever from its indirect but efficient control. It may be doubted whether this should be classed among the considerations in favour of withdrawal or among those that are opposed to it. It may perhaps be held that in order to retain control, the State must have some portion of the means of education under its immediate management. On the other hand, one of the arguments most relied on by some of our own number who advocate the complete withdrawal of the State from direct management at the earliest date that may be found safe in the general interests of education, is that State control over school and colleges of every kind will be more welcome to all concerned, and therefore more efficient, when the Department has ceased to be regarded as a body of rival managers.

THE DIFFICULTY OF DEFINING THE BEST LINE OF ACTION.

533. With opposing considerations of such great weight constantly before us, with such contrariety of opinion among our

witnesses, and considerable though much smaller divergences of view among ourselves, it need not be deemed surprising that it was a work of time and difficulty to determine the exact line we should recommend Government to follow in carrying out its declared policy of handing over its colleges and schools in suitable cases to the management of bodies of native gentlemen.

THE COURSE OF DISCUSSION IN THE COMMISSION.

584. It seems desirable to describe the course of our deliberations upon this subject with greater fullness than we have deemed necessary in other portions of the Report. Our main difficulty was as to the initial Recommendation from which all others would naturally follow. It was proposed to find such a starting point in the motion :—"That under adequate guarantees for the permanence and efficiency of the substituted institutions, the gradual closing of Government institutions, especially those of the higher order, or their transfer to native management under the general control of, and aided by, the State, should be regarded as not only an important stimulus to private effort, and consequently to any sound grant-in-aid system, but as urgently needed in view of the social and political education of the people." This motion was advocated on the ground that without some clear declaration of the kind the people would always be led to depend on Government for what they could provide for themselves better, at less cost to public funds, and on a much more extensive scale. It was added that so early as 1817 private effort had founded a college in Calcutta, and that many such colleges might have been founded elsewhere before now if the practical result of departmental action had not been to repress private effort, of which several instances were adduced. It was further held that the necessary exclusion of religion from institutions directly provided by the State rendered it desirable to declare emphatically that such institutions were intended to give place as soon as possible to institutions in which the founders or managers might be free to combine the highest element in all training with ordinary secular instruction. To this it was replied that the most important religious influences were those of family life, and that such influences were not so entirely absent from Government institutions as was implied by the supporters of the motion; that native effort was not practically repressed under the present system, as the existence of many colleges and high schools

under native management clearly showed ; that the withdrawal of the State is not desired by the community generally or even by those members of it who are specially interested in institutions under private management ; that though the time may have come for the State to withdraw from the management of high schools, the people are not advanced or wealthy enough to undertake the management of colleges ; further, that the analogy sometimes drawn between trade and education as affected by supply and demand was inconclusive, since the motive of benevolence, which counted for nothing in the doctrines of political economy, held an important place in all considerations relating to the spread of education ; and finally, that even though the substance of the motion might be unobjectionable, its form was likely to create discontent and alarm by leaving the impression that the withdrawal contemplated was to be universal and immediate, and the further impression that the real desire was to destroy all means of liberal culture. The motion was negatived by a large majority. A motion substantially the same was subsequently brought forward, by one of our native colleagues, in a form intended to meet some of the objections that had been urged by giving greater prominence to the safeguards by which the continued efficiency of high education might be secured. It was moved " that the following be adopted as a Recommendation under the subject of withdrawal :—That subject to the conditions that (1st) withdrawal be not effected without adequate guarantees for the permanence and efficiency of substituted institutions, (2ndly) the possibility of withdrawal be regarded as dependent on and proportionate to the liberality of the grant-in-aid system, the gradual withdrawal of Government from educational institutions, especially those of the higher order, by their transfer to local native management under the general control of and aided by the State, be regarded—(a) as an important stimulus to local effort and self-reliance ; (b) as essential to the development of a sound system of grants-in-aid ; (c) as conducive to the advancement of the social, moral and political education of the people." This also, though it found larger support than the former motion, was unsatisfactory to the majority of our number.

GENERAL CONCLUSION ARRIVED AT.

585. Our discussions brought out clearly the fact that, while anxious to encourage any natural and unforced transfer of institutions from departmental to private management, we are not

prepared as a body to adopt any form of expression that may be construed into a demand for the immediate or general withdrawal of the State from the provision of the means of high education. We are convinced that while transfer of management under the limitations stated is eminently desirable, it is only by slow and cautious steps that it can ever be really attained. We are convinced that the wisest policy is to consider each case on its own merits, and whenever a body of native gentlemen are willing to undertake the management of a college or secondary school, to hold out to them every inducement and encouragement, provided there is a reasonable prospect that the cause of education will not suffer from the transfer of management. The Department should cordially welcome every offer of the kind, and should accept it if it can be accepted without real loss to the community ; but while encouraging all such offers, its attitude should be not that of withdrawing from a charge found to be burdensome, and of transferring the burden to other shoulders, but of conferring a boon on those worthy of confidence and of inviting voluntary associations to co-operate with Government in the work and responsibilities of national education. We have certainly no desire to recommend any measures that will have the effect of checking the spread and continuous improvement of higher education. On the contrary, it is only in the confidence that the withdrawal of the Department from direct management may, in many instances, be found to serve the best interests of education, by connecting local bodies more closely with those institutions, and by inducing and enabling them, in course of time, to raise and expend more money from private sources for their maintenance and to establish other institutions of the same kind, that the following Recommendations are made. We therefore recommend, in the first place, *that in order to evoke and stimulate local co-operation in the transfer to private management of Government institutions for collegiate or secondary instruction, aid at specially liberal rates be offered for a term of years, whenever necessary, to any local body willing to undertake the management of any such institution under adequate guarantees of permanence and efficiency.*

This Recommendation, which is of course subject to certain exceptions to be hereafter stated, secured our unanimous approval and may be understood to show the extent to which we are agreed in desiring to see steps taken towards the substitution of private for departmental management. It implies that we regard the form of

management of any institution which the common good requires to be kept up, as a matter subordinate to the efficiency of such management. But it implies also that when permanence and efficiency are adequately secured, we regard an institution that is provided by the people for themselves as greatly preferable to one that is provided by official agency. We think it well that this preference should be marked by special encouragement being held out to those who are willing to take over the management of institutions now in the hands of the Department. In some cases perhaps, when once it is understood that the Department and the State are cordially favourable to the transfer being made, the ordinary rules for grants-in-aid may supply all the encouragement that is needed. In other cases the ordinary rate of aid may come to be sufficient in course of time, as local resources become greater. But it is more difficult to maintain in full efficiency an institution that has long had State resources to support it than one which has been gradually developed in the hands of managers, on whom their circumstances have always enforced economy. This difficulty should not be allowed to be a hindrance to the transfer. Even if the efficient maintenance of the institution should require the bestowal for a term of years of a grant as large as the present net outlay of the State, and even if there be thus for a considerable period no actual saving to public funds, the transfer should still be made on other grounds.

We hope that the result of thus encouraging rather than forcing the change desired by Government will be that in due time and without the smallest permanent injury to high education, departmental institutions will be mainly transferred to private management; that the function of the State will be largely confined to aid, supervision, and control; and that high education will become more widely extended, more varied in character, and more economical than it is at present. This end should be kept steadily in view, and the extent to which the Department is able to work towards it should be regarded as an important element in judging of its success. But the attempt to reach this end prematurely, that is, before at least the more thoughtful members of the native community are prepared cordially to approve it, would certainly do more to retard than to hasten its accomplishment.

PRACTICAL AGREEMENT AS TO SUBSIDIARY RECOMMENDATIONS.

536. When we had thus agreed on the starting point for our Recommendations, we found but little difficulty remaining. Our

other Recommendations elicited little difference of opinion, and what difference there was referred to forms of expression and to particular details, rather than to any point of principle.

RECOMMENDATIONS TO TAKE EFFECT AT THE TIME OF TRANSFER.

587. The chief point to which we wish attention to be directed in all arrangements for the transfer of departmental institutions is their continued efficiency under their new managers. It is obvious, therefore, that when an institution is transferred, all that has been deemed necessary or useful for it when in the hands of the Department should, as far as possible, be placed at the disposal of the body that will thenceforward be responsible. We, therefore, recommend *that in the event of any Government school or college being transferred to local management, provision be also made for the legal transfer to the new managers of all educational endowments, buildings and other property belonging to such institutions in the hands of Government.*

In some cases when a transfer of management is made, the teaching staff of the institution may elect to enter the service of the new managers on terms that may be arranged at the time. In other cases the teachers may prefer to continue in the service of the Department in another locality, or the new managers may decline their services. Arrangements will plainly have to be made for each case as it arises. But whatever may be thus arranged, it is evident that any inconvenience or hardship that may result from a measure which the State has adopted to serve great public ends should fall as lightly as possible on individuals. We therefore recommend *that in the event of any Government school or college being transferred to local management, the incumbents of offices under Government be secured in the enjoyment of all their existing rights and privileges.*

GENERAL PRINCIPLES TO REGULATE THE TRANSFER OF SCHOOLS.

588. The general tenor of the evidence of our departmental witnesses shows that the teachers at present employed by Government will be extremely reluctant to see the institutions with which they are connected transferred to private management. Such reluctance is natural even when all personal interests are secured, as provided for by our last Recommendation. The interest of departmental teachers and Professors in the institutions on which they have spent their energies must make them unwilling to consent to any transfer; for even if the transferred institution should lose nothing in point

of efficiency, it must lose in prestige, in which loss they would also share ; and it must find it less easy to draw the best pupils to itself when it ceases to be more closely connected with the State than the other colleges or schools in the town or district. Similarly there may be no great readiness on the part of local bodies to apply for any transfer to themselves of the management of departmental institutions. So long as the means of a good education are provided, in whatever way, there is little to induce those who do not look beyond local interests, to volunteer to take the burden of school management on themselves. Only those who consider the case of each particular institution in its relation to the general policy of encouraging private effort, are likely to have any very active desire for such transfers as we desire to see. It is therefore by Government, and by the Head of the Department as its immediate representative, that the initiative will have in most cases to be taken. Also if the leading principle of action be that transfers of management are to be sedulously encouraged but not forced on local bodies, it will naturally happen that bodies willing to undertake the management of departmental secondary schools will be more readily found than bodies willing to undertake the more difficult task of managing departmental colleges. As a practical step towards an effective policy of withdrawal, we therefore recommend *that all Directors of Public Instruction aim at the gradual transfer to local native management of Government schools of secondary instruction (including schools attached to first or second grade colleges), in every case in which the transfer can be effected without lowering the standard, or diminishing the supply, of education, and without endangering the permanence of the institution transferred.* Of course a Director has no means of compelling private parties to come forward, and in ordinary cases we are not prepared to recommend the closing of departmental institutions which local effort is not willing to provide for. But a Director, and still more a Government, can do much to influence public opinion ; and patient persistence in carrying out the policy of withdrawal whenever a suitable opportunity occurs, will doubtless make it generally felt in course of time that all should co-operate in such measures who are capable of taking broad and comprehensive views of popular education and its true necessities.

THE SCHOOLS THAT SHOULD BE FIRST TRANSFERRED.

589. To attempt however to transfer all the departmental secondary schools of a Province, or even of a District, simultane-

ously, might in many cases be extremely injudicious. The process must be a gradual one. The Director may therefore be in doubt as to which of the schools in question he should first endeavour to transfer. It seems plain that the experiment should begin with schools which have already won a high position, and which therefore new managers may find it easiest, and at the same time most interesting, to have the honourable duty of providing for. Accordingly we recommend *that the fact that any school raises more than 60 per cent. of its entire expenditure from fees be taken as affording a presumption that the transfer of such schools to local management can be safely effected.* Such a proportion is already attained in many high schools at the head-quarters of Districts; and the inhabitants of those places are now, in some Provinces, so fully capable of managing schools of that class, that the advantage of transferring to their management some of these schools at least, may be held to outweigh any possible,—and it may be hoped only slight and temporary,—loss of efficiency that may result. We must not, however, be understood to mean that no school should be transferred that has not yet attained this measure of self-support, nor on the other hand, that every school that has reached it should be transferred on that account alone. Other considerations will often demand attention. We desire to do no more than to give a general indication of the stage at which it is likely to be entirely safe for the Department to withdraw from management. Much must always be left to the discretion of Directors who are in sympathy with the great aim of developing private effort to the full.

GENERAL PRINCIPLES TO REGULATE THE TRANSFER OF COLLEGES.

540. In the question of transferring the management of colleges, greater difficulties arise. These difficulties are of various kinds. For instance in Bengal, where private effort has been most extensively evoked, the people, whether from want of leading in that direction or from whatever other cause, seem to distrust their own powers of administration in the matter of colleges. Even when the means for the establishment of a new college has been provided either entirely or chiefly by private resources, the offer of funds has in nearly every case been coupled with the condition that the Department should undertake, at least in the last resort, the management of the college. And though in ordinary matters of administration there is no reason why a local body should not

conduct the current work of the college with complete efficiency,¹ yet in one important respect such bodies are necessarily at a disadvantage. It is certain that Government can command the services of a higher class of European officers than those who would generally accept employment under local bodies, however wealthy, and of however high a status in Indian society. This difficulty may grow less, but it will continue to exist in some degree until the Universities of India can supply men of the same stamp as the Secretary of State commonly secures at present for departmental colleges. In dealing with the question much caution must be exercised, both because, the management of a college being more difficult than that of a school, it is less likely to be readily undertaken by private parties, and because any mistake that may be committed will cause wider injury and be found more difficult to remedy than similar mistakes in the case of secondary schools. As our first step we therefore recommend *that in dealing with the question of the withdrawal of Government from the management of the existing colleges, these colleges be regarded as divided into three classes, viz. : (1) Those from which it is premature for Government to consider the propriety of withdrawal, on the ground that they are, and will long continue to be, the institutions on which the higher education of the country mainly depends. (2) Those that might be transferred with advantage as a measure promising useful political results, to bodies of native gentlemen, provided the new managers give satisfactory guarantees that the college will be maintained, (i) permanently, (ii) in full efficiency, (iii) in such a way as to make it adequate for all the wants of the locality. (3) Those which have been shown to be unsuccessful or of which the cost is out of proportion to the utility, and from which Government might advantageously withdraw even with less stringent guarantees for permanent efficiency. Such colleges should be closed if, after due notice, no local body be formed to carry them on with such a grant-in-aid as the rules provide.*

The maintenance of the chief Government colleges appeared to a large majority of us to be still indispensable. We do not think that a body of native managers is likely to arise for a considerable time to whom such colleges can be entrusted without danger to their efficiency, and danger accordingly of lasting injury to the higher education of the whole Province. Private management, like all other agencies, must be trained by long and fairly successful discharge of lower duties before it can be wisely entrusted with duties that are higher and

more difficult. It is true that we have recommended that liberal aid be offered to any local body willing to undertake the management of any Government college under adequate guarantees of permanence and efficiency; but in the case of leading Government colleges of the different Provinces, it is open to question whether any body of native gentlemen can furnish at present such guarantees as should be held sufficient. There is, however, another class of departmental colleges in some Provinces which it is by no means improbable that local effort may adequately provide for, and which it is highly desirable to transfer to local management whenever this can be done without injury to education. In such cases our general Recommendation will at once apply, and any reasonable amount of aid should be offered that may be found necessary to induce native gentlemen to undertake the maintenance of such colleges as we are now considering. There is still a third class of colleges in the Provinces of Madras and Bengal. In some cases that come under this third class, the Department when it established its college seems to have lost sight of the principle that Government institutions are not to be set up in places where aided local effort can supply all real educational wants. In other cases circumstances have so changed since the college was established that its continuance has ceased to have any other than a purely local importance. If private bodies are ready to undertake the management of any college included in this third class, aid should be offered at the rate that may be fixed for colleges generally in the grant-in-aid rules after they have undergone the revision that has already been recommended. If such aid does not induce any local body to maintain any college belonging to this class, it may be held as sufficient proof that the college may be safely closed.

RECOMMENDATION AS TO COLLEGES IN MADRAS.

541. In Madras we are satisfied that all the departmental second grade colleges, i.e., those that afford instruction up to the standard of the First Examination in Arts, viz., the colleges at Bellary, Calicut, Mangalore, Berhampore, Salem, Cuddalore and Madura, should be ranked in either the second or the third of the classes thus described. In this Province private managers are already successfully carrying on institutions of this grade under decidedly less favourable conditions than would be secured in several of these towns. Some of these colleges are, however, required

in the interests of the community at large. Special aid should be offered to local bodies willing to manage these indispensable institutions, though they ought to be maintained by the Department even if no competent private managers come forward. But greater acquaintance than we possess with the whole circumstances of each case is necessary in order to decide which of the colleges in question should thus be placed in our second class rather than our third. The materials we have had for forming a judgment on this point go no further than to convince us that it is desirable for the State to withdraw from the management of these seven colleges if it can do so without injury to education ; and that some of them do not appear to be demanded by the good of the community at large, and should be maintained, if maintained at all, for a local purpose and therefore mainly by local effort. We accordingly recommend *that the Government of Madras be requested to consider the propriety of dealing with the second Grade Government Colleges of that Province on the principles applicable to the second or third class as may be deemed advisable in each case, in the light of the recommendations made by the Madras Provincial Committee.*

RECOMMENDATION AS TO A COLLEGE IN BOMBAY.

542. In Bombay, where private native effort has received so little encouragement and development, and where such effort is as yet quite untried in the management of collegiate education, there is a case that calls for special notice. There appears to be urgent need for a fully developed and efficient college at Ahmedabad. We regard that city as pre-eminently a place where private effort, with liberal aid from the State, might be expected to supply all needed facilities for higher education. We have, however, already expressed the opinion that the management of a college is a heavy task for private managers to undertake without preliminary training. And in a Province where the idea of self-help in matters of education has made so little way, we fear there is not much hope of such a college springing up as the great division of Gujarat requires, unless it is promoted by direct departmental action. If once the college is maintained in full efficiency for a few years, we trust that with a change in the tone of public feeling, and with the new development of private effort which our Recommendations as a whole may be expected to produce, the leading inhabitants of Ahmedabad will before very long take pride in managing and partly supporting

a college worthy of the ancient history and the present importance of their city. We, therefore, recommend *that the Government of Bombay be requested to consider the propriety of raising the Ahmedabad College to one teaching up to the B.A. Standard, and of securing its full efficiency for a term of years, on the condition that after that period it be treated on the principles applicable to the second class.*

RECOMMENDATION AS TO COLLEGES IN BENGAL.

543. As regards Bengal, the only other Province in which the early withdrawal of the State from the management of some of its colleges appears to be desirable, our Provincial Committee has fully considered and laid before us the local circumstances that affect the various departmental colleges which cannot be regarded as essential in the first degree to the prosperity of higher education in the Province generally. The Committee is substantially agreed as to those of them which it is undesirable to close, and in the maintenance of which any local body willing to undertake their management ought, therefore, to receive whatever special aid may be found necessary. The Committee is equally agreed as to the colleges that are not now important for any general purpose, and that may therefore be safely closed if the burden of maintaining them is not, after due notice, borne to an adequate extent by local effort. We have therefore no hesitation in recommending *that the Government of Bengal be requested to consider the propriety of dealing with the Rajshahye and Krishnagar Government Colleges on the principles applicable to the second class, and with the colleges at Berhampore, Midnapur, and Chittagong on the principles applicable to the third class, as suggested by the Bengal Provincial Committee.*

CONCLUSION.

544. We venture to hope that the line of action we have marked out in the above Recommendations will result, not all at once yet with no longer interval than is always required for changes fruitful of large results, in public sentiment taking a direction which will lead to the gradual, and by and by to the rapid, transfer to bodies of native gentlemen of the institutions now maintained by Government. On condition that the transfer be thus effected with the approval and active co-operation of those who have the welfare of their country most at heart, we are convinced that the withdrawal in a large measure of departmental management, though not

of departmental supervision, will result in a wide extension of collegiate and secondary education, in placing it on a firm and satisfactory basis, and in making it more varied in character and therefore more adapted to all the wants of the community.

SECTION 11.—Indirect Aids which the State may afford to Private Enterprise in Education.

INTRODUCTORY.

545. It is obvious that the amount of private effort in education will always bear a very direct proportion to the value attached to education by the community at large. A few may be led to set up schools and to maintain them by motives of pure benevolence, but such motives cannot be expected to operate on a scale proportionate to the educational wants of India. If private effort is to supply a large proportion of the vast machinery necessary for bringing suitable instruction within reach of classes, it must be stimulated by the prospect of something that is, or is esteemed to be, advantageous to the persons by whom such effort is put forth or to those in whom they feel a special interest. In India, where so few influences proceed from below, where on the contrary, Government is so commonly looked to for the initiative in every kind of change and movement, it must depend very largely on the State to make the practical value of education felt, and so to form the public opinion that is needed to favour the growth of private enterprise. In this point of view it may be doubted whether the indirect influence of the State may not do more to bring private effort to its aid than all the direct assistance it is able to afford. Such indirect aids to education occupy a prominent place in the Despatch of 1854. While they have a bearing on education generally, their effect is especially powerful in stirring up all who are interested in the well-being of the country to help in disseminating useful knowledge. Some of them, for example the supply of text-books and such encouragement as it is in the power of the State to give to native literature of a modern type, have already found a place in our Report. There are, however, a few others which it may be well to notice here.

ELEVATION OF THE PROFESSION OF TEACHING.

548. Much would be done to create a strong public feeling in favour of education and so to increase private effort in pre-

moting it, by the more effectual carrying out of the wish expressed in the Despatch of 1854 " that the profession of schoolmaster may, for the future, afford inducements to the natives of India such as are held out in other branches of the public service." We hope that not a little will be contributed towards this result by the Recommendations we have already made as to the larger employment of natives of the country as Professors and Inspectors of schools. It may be said that this concerns the mechanism of the Department and not private effort ; but private effort must be the fruit of public sentiment, and whatever raises education and educated men in the esteem of the community must tend powerfully, if indirectly, to render individuals and associations more willing to make efforts and sacrifices to provide new facilities for instruction. So far as privately managed institutions are directly concerned, the raising of the profession of schoolmaster is largely a question of the liberality of grants, to which reference has been made already. But it should be observed that the higher the esteem in which education is held, the higher will be the possible rate of fees, and the greater therefore the amount of self-support that aided institutions may attain to. Thus if there be judicious regulations for the reduction of aid along with the increase of fees, such grants as will enable managers to give liberal pay to the teachers in their employ, may be ultimately a gain to the State even in a pecuniary point of view, besides serving to encourage private parties to bear a constantly increasing share of the burden of supplying the means of education. Something will also be done to raise the status of teachers in aided institutions, and so to increase the influence of such institutions and the public opinion in their favour, by carrying into full effect Recommendation No. 8 of Chapter V, which would make employment in them in some degree a step towards entering the public service. Encouragement to Normal schools, which we have recommended in Chapter VII, should also contribute its share to increase the esteem in which the profession of education is held, and thus to evoke a larger amount of private enterprise. Again, the suggestion has been made that the status of the lowest class of schoolmasters might be improved by conferring on them, when circumstances are favourable, some other office, such for example as that of village postmaster. Many things are in the power of the State and may suggest themselves from time to time which, though singly unimportant, will together do much to secure greater honour for the profession of teaching.

Everything that does so will in the long run bring to the help of the State a larger amount of private effort in providing the means of education.

APPROVAL OF PRIVATE EFFORT TO BE CLEARLY SHOWN.

549. Yet another indirect aid which the State and especially the Department, may afford to private effort is referred to in the Despatch of 1854, when in laying down the duties of Inspectors it says:—"They should also assist in the establishment of schools by their advice, wherever they may have opportunities of doing so." The duty is a delicate one. It is also one that officers of the Department cannot be expected to discharge in Provinces where institutions under private managers are not yet looked on as included within the State system or entitled to the regard which their inclusion within it implies. We hope that Recommendation No. 10 of the present Chapter, and the new classification of schools referred to in Recommendation No. 5 of Chapter VII, will contribute to their being so regarded every where. It may be feared that hitherto, in some Provinces, when a gap has been seen to exist in the educational system, the tendency of most officers of the Department has been to advise its being filled up not by an aided but by a departmental school. More than one of the witnesses have drawn attention to the fact that while Directors and Inspectors take the initiative in pressing on the establishment of one class of institutions, it has been left to private and uninfluential persons to meet all the difficulties connected with the establishment of the other. The words of the Despatch point to the necessity for the initiative being often taken in the latter as in the former case, by those who represent the State in educational affairs, or at least to the necessity of private persons being made thoroughly to feel that any judicious step for extending or improving the means of education will meet with approval from the State. There may be danger of going to the opposite extreme and leaving too strongly the impression that the Department incurs a direct debt of personal obligation to any one who helps to found a school. There may be some danger also of too many schools being set up in special centres. But Inspectors should be picked men, and when once the line of their duty is made clear, they may be trusted to meet such difficulties with wisdom and with tact. Such action on the part of educational officers in helping to establish privately-managed institutions obviously implies that those who have established them should be

acknowledged as having done some service to the State. The suggestions of some witnesses that dresses or titles of honour, or seats at durbars, should be given to those who have been forward in promoting privately managed education, may perhaps be crude. Still, such suggestions point plainly to the admitted necessity for making it unmistakably certain that the establishment and management of independent schools is regarded with warm approval by Government and by all who represent it. It is a corollary too from the interest which should be taken by the Department in independent schools, that greater attention should be given to at least the most prominent of them in the Annual Reports on Public Instruction. At present, while pages are given to an account of the condition and achievements of the leading departmental institutions, aided institutions, even if much larger and more important, are dismissed in a few lines or have no notice taken of them at all. Readers of the Reports are certain to infer that in the opinion of the Director and of Government, an aided institution, however large or successful, is comparatively worthless. This may appear a small thing in itself, but it is by many small things of this kind that public opinion is determined ; and without a public opinion that is favourable to private effort in education, it is impossible that it should widely or permanently flourish. It is only right to add that in a few of the Annual Reports, prominent and appreciative notice is already taken of privately-managed institutions.

SUMMARY.

551. These must serve as examples of the methods by which the State may indirectly aid in evoking private enterprise in education. In these and similar ways influences may be quietly set to work which will in course of time make the benefits of education keenly and widely felt. When they are so felt and when the free development of privately managed school is directly as well as indirectly encouraged to the utmost, it is not unreasonable to hope that even in those Provinces where most advantage has been taken of the farseeing and generous policy enunciated in 1854, every kind of education will advance with far more rapid strides than it has done as yet. It may be expected to advance far more rapidly than it could possibly do by means of State agency alone, even if all available resources were multiplied many times. The main object is to create a public opinion favourable to education and to the warm encouragement of every varied agency that can be induced to help in the work of instructing, according to their

probable requirements in life, the many millions who ought to be at school in India. Few men are able long or steadily to carry on even the most beneficent work, when the mass of those around them are hostile or indifferent. Only when all wise educational efforts are viewed with strong approval by the community at large, will agencies of every varied kind be called forth and maintained on a scale proportionate to the vast necessities of the case. In the present social state of India, it devolves on the State and its officials much more largely than in any European country to awaken, and to guide in the right direction, the public opinion that is thus indispensable for the constantly increasing development of private enterprise in education.

EXTRACTS FROM CHAPTER XII OF THE REPORT.

SUMMARY : INSUFFICIENCY OF CONTRIBUTIONS FROM PUBLIC FUNDS.

673. It seems inevitable that our Recommendations must lead to increased expenditure in two directions. In Chapter VIII we have recommended that "a periodically increasing provision be made in the educational budget of each Province for the expansion of aided institutions." We have there discussed the danger to private enterprise of arbitrary restrictions of grants, and the necessity for revising the grant-in-aid rules in the various Provinces; a revision, from which we expect an increasing outlay upon schools and colleges under private management. In paragraph 667 we have seen that from the provision of public funds in 1881—82 for the classes of education with which our Report deals, institutions under private management received 20·14 per cent., and departmental institutions received 49·94 per cent. We have also seen (paragraph 665) that the former class of institutions contribute in the form of fees nearly 13 per cent., and the latter barely 7 per cent. of the whole educational outlay in India. If the principle that assistance from public funds should bear some proportion to local contributions is to be fairly carried out, it is obvious that greater liberality must be shown in future in dealing with the claims of private enterprise. In other Chapters we have advocated the extension of primary education, while we have deprecated any check to more advanced education. Our Recommendations for transferring certain departmental institutions to private effort, and for raising fees wherever possible in all classes of institutions may effect considerable economy, but we believe that if Indian Governments are to recognise adequately the great task before them, increased expenditure will be required. It has been our object in this Chapter to show precisely what grants are made in each Province for each class of the education, and from each source of public revenue, and what proportion these grants bear to the total revenues. We do not consider that we are called upon to suggest measures for increasing the ways and means of education. We have stated the opinions of witnesses in regard to Municipal obligations, and to the treatment of education at the hands of Local Boards. W

have also explained the responsibilities and powers conferred on Local Governments under the scheme of decentralisation as now developed. The Tables given in this Chapter will show that various funds contribute more liberally in some Provinces than in others to the cost of education, and the liberality of one part of India may afford an example to Local Governments or to Local Boards elsewhere. We believe that still greater efforts are generally demanded, and in support of this view we need only call attention to the return of institutions and scholars given in General Table (2-a) at the end of this Report, which shows that in the area to which our inquiries are confined, containing 859,844 square miles, with 552,379 villages and towns, inhabited by 202,604,080 persons, there were only 112,218 schools and 2,643,978 Indian children or adults at school in 1881—82. The proportion of pupils, both male and female, to the population of school-going age, calculated in accordance with the principles described in Chapter II, is shown below—

PROVINCES.	PERCENTAGE OF MALES.	PERCENTAGE OF FEMALES.
Madras *	17.78	1.48
Bombay { <i>British Districts,</i> { <i>Native States</i>	24.96 17.85	1.85 .93
Bengal	20.82	.80
North-Western Provinces and Oudh ...	8.25	.28
Punjab... ..	12.11	.72
Central Provinces... ..	10.49	.44
Assam *	14.61	.46
Coorg	22.44	2.86
Haidarabad Assigned Districts ...	17.10	.22
TOTAL FOR ALL INDIA	16.28	.84

These figures exclude the attendance in schools for Europeans and Eurasians, and in unattached institutions for professional or technical education, but they include that in all other institutions known to the Department in 1881-82. The most advanced Province of India still fails to reach 75 per cent. of its male children of the school-going age ; 98 per cent. of its female children of that age ; while in one Province, with its total population of both sexes exceeding 44 millions, nearly 92 boys in every hundred are growing up in ignorance, and female education has hardly begun to make any progress. The census returns are equally conclusive in showing the magnitude of the work that remains before education in India can be placed upon a national basis. Taking the male population of Ajmir and of the nine Provinces with which our Report deals, which exceeds 103 millions, about 94½ millions are wholly illiterate ; while of the female population, numbering about 99,700,000 no less than 99½ millions are returned as unable to read or write.

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APPENDICES.

APPENDIX A.

RECOMMENDATIONS OF THE EDUCATION COMMISSION.

(1)—*Recommendations on Indigenous Education.*

That an indigenous school be defined as one established or conducted by natives of India on native methods.

That all indigenous schools, whether high or low, be recognised and encouraged, if they serve any purpose of secular education whatsoever.

That the best practicable method of encouraging indigenous schools of a high order, and desiring recognition, be ascertained by the Education Departments in communication with Pandits, Maulavis, and others interested in the subject.

That preference be given to that system which regulates the aid given mainly according to the results of examinations

That special encouragement be afforded to indigenous schoolmasters to undergo training, and to bring their relatives and probable successors under regular training.

That a steady and gradual improvement in indigenous schools be aimed at, with as little immediate interference with their *personnel* or curriculum as possible.

That the standards of examination be arranged to suit each Province, with the view of preserving all that is valued by the people in the indigenous systems, and of encouraging by special grants the gradual introduction of useful subjects of instruction.

That indigenous schools receiving aid be inspected *in situ*, and, as far as possible, the examinations for their grant-in-aid be conducted *in situ*.

That aided indigenous schools, not registered as special schools, be understood to be open to all classes and castes of the community, special aid being, if necessary, assignable on account of low-caste pupils

That such a proportion between special and other elementary indigenous schools be maintained in each town and District, as to ensure a proportionate provision for the education of all classes.

That where Municipal and Local Boards exist, the registration, supervision, and encouragement of indigenous elementary schools, whether aided or unaided, be entrusted to such Boards; provided that Boards shall not interfere in any way with such schools as do not desire to receive aid, or to be subject to the supervision of the Boards.

That the aid given to elementary indigenous schools be a charge against the funds at the disposal of Local and Municipal Boards where such exist; and every indigenous school, which is registered for aid, receive from such Boards the aid to which it is entitled under the rules.

That such Boards be required to give elementary indigenous schools free play and development, and to establish fresh schools of their own only where the preferable alternative of aiding suitable indigenous schools cannot be adopted.

That the local inspecting officers be *ex-officio* members of Municipal or District School-Boards.

That the officers of the Education Department keep lists of all elementary indigenous schools, and assist the Boards in selecting schools to be registered for aid, and in securing a proportionate provision of education for all classes of the community.

(2)—*Recommendations on Primary Education.*

That primary education be regarded as the instruction of the masses through the vernacular in such subjects as will best fit them for their position in life, and be not necessarily regarded as a portion of instruction leading up to the University.

That the Upper Primary and Lower Primary examinations be not made compulsory in any Province.

That while every branch of education can justly claim the fostering care of the State, it is desirable, in the present circumstances of the country, to declare the elementary education of the masses, its provision, extension, and improvement, to be that part of the educational system to which the strenuous efforts of the State should now be directed in a still larger measure than heretofore.

That an attempt be made to secure the fullest possible provision for, and extension of, primary education by legislation suited to the circumstances of each Province.

That where indigenous schools exist, the principle of aiding and improving them be recognised as an important means of extending elementary education.

That examinations by inspecting officers be conducted as far as possible *in situ*, and all primary schools receiving aid be invariably inspected *in situ*.

That, as a general rule, aid to primary schools be regulated to a large extent according to the results of examination; but an exception may be made in the case of schools established in backward Districts or under peculiar circumstances, which may be aided under special rules.

That school-houses and furniture be of the simplest and most economical kind.

That the standards of primary examinations in each Province be revised with a view to simplification, and to the larger introduction of practical subjects, such as native methods of arithmetic, accounts and mensuration, the elements of natural and physical science, and their application to agriculture, health, and the industrial arts; but that no attempt be made to secure general uniformity throughout India.

That care be taken not to interfere with the freedom of managers of aided schools in the choice of text-books.

That promotion from class to class be not necessarily made to depend on the results of one fixed standard of examinations uniform throughout the province.

That physical development be promoted by the encouragement of native games, gymnastics, school drill, and other exercises suited to the circumstances of each class of school.

That all inspecting officers and teachers be directed to see that the teaching and discipline of every school are such as to exert a right influence on the manners, the conduct, and the character of the children, and that, for the guidance of the masters, a special manual be prepared.

That the existing rules as to religious teaching in Government schools be applied to all primary schools wholly maintained by Municipal or Local Fund Boards.

That the supply of Normal schools whether Government or aided, be so localised as to provide for the local requirements of all primary Schools whether Government or aided, within the Division under each Inspector.

That the first charges on Provincial Funds assigned for primary education be the cost of its direction and inspection, and the provision of adequate Normal schools.

That pupils in Municipal or Local board-schools be not entirely exempted from payment of fees, merely on the ground that they are the children of rate-payers.

That in all board-schools, a certain proportion of pupils be admissible as free students on the ground of poverty; and in the case of special schools, established for the benefit of poorer classes, a general or larger exemption from payment of fees be allowed under proper authority for special reasons.

That, subject to the exemption of a certain proportion of free students on account of poverty, fees, whether in money or kind, be levied in all aided schools; but the proceeds be left entirely at the disposal of the school-managers.

That the principle laid down in Lord Hardinge's Resolution, dated 11th October 1844, be re-affirmed, i.e., that in selecting persons to fill the lowest offices under Government, preference be always given to candidates who can read and write.

That the Local Governments, especially those of Bombay and of the North-Western Provinces, be invited to consider the advisability of carrying out the suggestion contained in paragraph 96 of the Despatch of 1854, namely, of making some educational qualification necessary to the confirmation of hereditary village officers, such as Patels and Lambardars.

That night schools be encouraged wherever practicable.

That as much elasticity as possible be permitted both as regards the hours of the day and the seasons of the year during which the attendance of scholars is required, especially in agricultural villages and in backward Districts.

That primary education be extended in backward Districts, especially in those inhabited mainly by aboriginal races, by the instrumentality of the Department pending the creation of school-boards, or by specially liberal grants-in-aid to those who are willing to set up and maintain schools.

That all primary schools wholly maintained at the cost of the school-boards, and all primary schools that are aided from the same fund and are not registered as special schools, be understood to be open to all castes and classes of the community.

That such a proportion between special and other primary schools be maintained in each school-district as to ensure a proportionate provision for the education of all castes.

That assistance be given to schools and orphanages in which poor children are taught reading, writing, and counting, with or without manual work.

That primary education be declared to be that part of the whole system of Public Instruction, which possesses an almost exclusive claim on Local Funds set apart for education, and a large claim on provincial revenues.

That both Municipal and Local Boards keep a separate school-fund.

That the Municipal school-fund consists of—

- (a) a fair proportion of Municipal revenues, to be fixed in each case by the Local Government;
- (b) the fees levied in schools wholly maintained at the cost of the Municipal school-fund;

- (e) any assignment that may be made to the Municipal school-fund from the Local Fund ;
 - (d) any assignment from Provincial Funds ;
 - (e) any other funds that may be entrusted to the Municipalities for the promotion of education ;
 - (f) any unexpended balance of the school-fund from previous years.
- That the Local Board's school-fund consists of—
- (a) a distinct share of the general Local Fund, which share shall not be less than a minimum proportion to be prescribed for each Province ;
 - (b) the fees levied in schools wholly maintained at the cost of the school-fund ;
 - (c) any contribution that may be assigned by Municipal Boards ;
 - (d) any assignment made from Provincial Funds ;
 - (e) any other funds that may be entrusted to the Local Boards for the promotion of education ;
 - (f) any unexpended balance of the school-fund from previous years.

That the general control over primary school-expenditure be vested in the school-boards, whether Municipal or Local, which may now exist or may hereafter be created for self-government in each Province.

That the first appointment of schoolmasters in Municipal or Local board-schools be left to the Town or District Boards, with the proviso that the masters be certificated or approved by the Department, and their subsequent promotion or removal be regulated by the Boards, subject to the approval of the Department.

That the cost of maintaining or aiding primary schools in each school-district, and the construction and repair of Board school-houses, be charged against the Municipal or Local Boards school-fund so created.

That the Vernacular, in which instruction shall be imparted in any primary school, maintained by any Municipal or Local Board, be determined by the school committee of management, subject to revision by the Municipal or Local Board : provided that if there be any dissenting minority in the community, who represent a number of pupils sufficient to form one or more separate classes or schools, it shall be incumbent on the Department to provide for the establishment of such classes or schools, and it shall be incumbent on such Municipal or Local Boards to assign to such classes or schools a fair proportion of the whole assignable funds.

That Municipal and Local Boards administering funds in aid of primary schools adopt the rules prescribed by the Department for aiding such schools, and introduce no change therein without the sanction of the Department.

(3)—*Recommendations on Secondary Education.*

That in the upper classes of high schools there be two divisions,—one leading to the Entrance Examination of the Universities, the other of a more practical character, intended to fit youths for commercial or other non-literary pursuits.

That when the proposed bifurcation in secondary schools is carried out, the certificate of having passed by the final standard, or, if necessary, by any lower standard, of either of the proposed alternative courses, be accepted as a sufficient general test of fitness for the public service.

That high and middle schools be united in the returns under the single term "secondary schools," and that the classification of students in secondary schools be provided for in a separate Table, showing the stage of instruction, whether primary, middle, or upper, of pupils in all schools of primary and secondary education.

That a small annual grant be made for the formation and maintenance of libraries in all high schools.

That the Grant-in-aid Code of each Province include provision for giving help to school-managers in the renewal, and, if necessary, the increase of their furniture and apparatus of instruction after stated intervals.

That an examination in the principles and practice of teaching be instituted, success in which should hereafter be a condition of permanent employment as a teacher in any secondary school, Government or aided.

That graduates wishing to attend a course of instruction in a Normal school in the principles and practice of teaching be required to undergo a shorter course of training than others.

That the claims of efficient and successful teachers in aided schools be considered in making appointments to posts in the service of Government, and that in cases duly certified by the Education Department the 25 years' rule be relaxed.

That the Directors of Public Instruction, in consultation with the managers of schools receiving aid from Government determine the scale of fees to be charged and the proportion of pupils to be exempted from payment therein.

That in order to encourage the establishment of aided schools the managers be not required to charge fees as high as those of a neighbouring Government school of the same class.

That scholarship-holders as such be not exempted from payment of the ordinary fees.

That in all Provinces the system of scholarships be so arranged that, as suggested in the Despatch of 1854, they may form connecting links between the different grades of institutions.

That scholarships payable from public funds, including educational endowments not attached to a particular institution be awarded after public competition, without restriction, except in special cases, to students from any particular class of schools.

That scholarships gained in open competition be tenable, under proper safeguards to ensure the progress of the scholarship-holder, at any approved institution for general or special instruction.

That the attention of the Government of Bombay be invited to the fact that, while the Despatch of 1854 provides for the creation of both free and stipendiary scholarships tenable in Government and private schools alike, almost exclusive stress is now laid in that Presidency upon free studentships, and that stipendiary scholarships are confined to students of Government schools.

That the Government of Madras be invited to consider the necessity of revising the system of scholarships in secondary schools in that Presidency, with a view to bringing it into harmony with the provisions of the Despatch of 1854.

That in the conduct of all departmental examinations, managers and teachers of the various non-Government schools be associated, as far as possible, with the officers of the Department.

That, in order to secure the efficiency of departmental examinations, examiners, whether officials, or non-officials, be remunerated from the fees levied from candidates, increased, when necessary, by a grant from Government.

That the importance of requiring inspecting officers to see that the teaching and discipline of every school are such as to exert a right influence on the manners, the conduct, and the character of pupils be re-affirmed.

That continuous instruction in schools without a break do not extend as a rule beyond three hours.

That in the Punjab the course in Persian of High Schools do not extend beyond the standard of the Entrance Examination.

That promotions from class to class be left entirely to the discretion of the school authorities.

That it be distinctly laid down that the relation of the State to secondary is different from its relation to primary education, in that the means of primary education may be provided without regard to the existence of local co-operation, while it is ordinarily expedient to provide the means of secondary education only where adequate local co-operation is forthcoming ; and that therefore in all ordinary cases, secondary schools for instruction in English be hereafter established by the State preferably on the footing of the system of grants-in aid.

(4)—*Recommendations on Collegiate Education.*

That the rate of aid to each college be determined by the strength of the staff, the expenditure on its maintenance, the efficiency of the institution, and the wants of the locality.

That provision be made for special grants to aided colleges, whenever necessary for the supply and renewal of buildings, furniture, libraries, and other apparatus of instruction.

That in order to secure a due succession of competent officers in the Education Department, the period of necessary service qualifying for pension should be reduced, and that a graduated scale of pensions based on length of service, and obtainable without medical certificate, should be introduced.

That Indian graduates, especially those who have also graduated in European Universities, be more largely employed than they have hitherto been in the colleges maintained by Government.

That in order to encourage diversity of culture, both on the literary and on the physical side, it is desirable, in all the larger colleges, Government and aided, to make provision for more than one of the alternative courses laid down by the Universities.

That the discretionary power of Principals of colleges to admit to certain courses of lectures in special cases students who have not passed the examinations required by the Universities, be affirmed.

That an attempt be made to prepare a moral text-book, based upon the fundamental principles of natural religion, such as may be taught in all Government and non-Government colleges.

That the Principal or one of the Professors in each Government and aided college deliver to each of the College classes in every session a series of lectures on the duties of a man and a citizen.

That while it is desirable to affirm the principle that fees at the highest rate consistent with the undiminished spread of education should be levied in every college aided by the State, no aided college should be required to levy fees at the same rate as that charged in a neighbouring Government college.

That no college, Government or aided, be allowed to receive more than a certain proportion of free students ; the proportion to be fixed by the Department, in communication, where necessary, with the managers.

That to secure regularity of attendance at colleges, the principle be affirmed that fees, though levied monthly for the convenience of students, are to be regarded as payments for a term, and that a student has no right to a certificate from his college for any term until the whole fee for that term is paid.

That as fees in the Presidency College of Madras are considerably lower than those which it is found practicable to levy in the Presidency Colleges of Calcutta and Bombay, the Government of Madras be invited to consider the advisability of enhancing the rate of fees in that College.

That the Local Governments and Administrations be invited to consider whether it is necessary to assign for scholarships tenable in Arts Colleges a larger proportion of the provincial grant for education than 2 per cent.

That scholarship-holders as such be not exempted from payment of the ordinary fees.

That the Local Governments be invited to consider the advisability of appropriating, where necessary, a certain sum for the establishment for scholarships tenable by graduates reading for the M.A. degree.

That the Local Governments be invited to consider the advisability of establishing scholarships for distinguished graduates to enable them to proceed to Europe for the purpose of practically studying some branch of mechanical industry.

That in place of the system existing in Madras, according to which the first twenty students at the University Entrance and F.A. Examinations are allowed to read free in any Government College, liberal provision be made for a system of scholarships open to general competition and tenable in any college.

(5)—*Recommendations on the Internal Administration of the Education Department.*

That when an educational officer enters the higher graded service of the Education Department, his promotion should not involve any loss of pay.

That Conferences (1) of officers of the Education Department, and (2) of such officers with managers of aided and unaided schools, be held from time to time for the discussion of questions affecting education, the Director of Public Instruction being in each case *ex-officio* President of the Conference. Also that Deputy Inspectors occasionally hold local meetings of the schoolmasters subordinate to them for the discussion of questions of school management.

That a general educational library and museum be formed at some suitable locality in each Province, and that encouragement be given to school-papers or magazines conducted in the Vernacular.

That managers of schools in competition be invited by the Department to agree to rules providing, as far as the circumstances of the locality allow, (1) that, except at specified times, a pupil of one school be not admitted to another without a certificate from his previous school; (2) that any fees due to that school have been paid; and (3) that he do not obtain promotion into a higher class by changing his school.

That it be an instruction to the Department in the various Provinces to aim at raising fees gradually, cautiously, and with due regard to necessary exemptions, up to the highest amount that will not check the spread of education, especially in colleges, secondary schools, and primary schools, in towns where the value of education is understood.

That the Education Department in each Province limits its call for returns (1) to such as the Government may require, and (2) to such others as are indispensable for information and control.

That all schools managed by the Department, or by committees exercising statutory power, and all other schools that are regularly aided or inspected, or that regularly send pupils to the examinations of the University or of the Department (other than examinations which are conducted by the Department for admission

to the public service) be classed as public schools, and sub-divided into departmental, aided, and unaided ; (2) that all other schools furnishing returns to the Department be classed as private schools ; and (3) that all other details of classification be referred to the Statistical Committee appointed by the Government of India.

That no attempt be made to furnish financial returns for private schools.

That native and other local energy be relied upon to foster and manage all education as far as possible, but that the results must be tested by departmental agency, and that therefore the inspecting staff be increased so as to be adequate to the requirements of each Province.

That the remuneration of subordinate inspecting officers be reconsidered in each Province with due regard to their enhanced duties and responsibilities.

That, as a general rule, transfers of officers from Professorships of colleges to Inspectorships of schools, and *vice versa*, be not made.

That it be distinctly laid down that native gentlemen of approved qualifications be eligible for the post of Inspector of Schools, and that they be employed in that capacity more commonly than has been the case hitherto.

That Inspectresses be employed where necessary for the general supervision of Government, aided, and other girls' schools desiring inspection.

That in every Province a Code be drawn up for the guidance of Inspecting Officers.

That it be recognised as the duty of the Revenue Officers to visit the schools within their jurisdiction, communicating to the Executive Officers or Board to which each school is subordinate any recommendations which they may desire to make.

That voluntary inspection by officers of Government and private persons be encouraged, in addition to the regular inspection of departmental and Revenue Officers.

That the detailed examination of scholars in primary schools be chiefly entrusted to the Deputy Inspectors and their assistants, and that the main duty of the Inspectors in connection with such schools be to visit them, to examine into the way in which they are conducted, and to endeavour to secure the cordial support of the people in the promotion of primary education.

That the general, upper and lower primary school examinations be not compulsory, but that the annual reports show the number of scholars in each stage of education.

That in every Province in which examinations for the public service are held, they be so arranged as to give encouragement to vernacular education.

That the Committees appointed to conduct the public service examinations and other examinations of a similar kind include representatives of non-Government schools as well as departmental officers.

That Normal schools, Government or aided, for teachers of secondary schools be encouraged.

That the Text-book Committees in the several Provinces include qualified persons of different sections of the community not connected with the Department, and that to these Committees should be submitted all text-books, both English and Vernacular, that it is proposed to introduce into schools, and all text-books now in use that may seem to need revision.

That the Text-book Committees of the several Provinces act as far as possible in concert, and that they communicate to each other lists of English text-books, and, in the case of those Provinces which have any common language, lists of Vernacular text-books which are satisfactory, and of books which they consider to be wanting or inadequate.

That the operations of the existing Government depots be confined as soon as may be practicable to the supply and distribution of Vernacular text-books.

That care be taken to avoid, as far as possible, the introduction of text-books which are of an aggressive character, or are likely to give unnecessary offence to any section of the community.

That in the printing of text-books, especially Vernacular text-books, attention be paid to clearness of typography.

(6)—*Recommendations on the External Relations of the Department.*

That teachers in non-Government institutions be allowed to present themselves for examination for any grade of certificate required by the Grant-in-aid rules without being compelled to attend a Normal school.

That in any statement of expenditure required by the Grant-in-aid rules from colleges whose Professors are prevented from receiving fixed salaries by the constitution of the religious societies to which they belong, the expenditure on the maintenance of such colleges be calculated at the rates current in aided institutions of the same general character.

That in schools aided on the result-system, variety in the course of instruction be encouraged by grants for special subjects.

That greater latitude be given to the managers of aided schools in fixing the course of instruction and the medium through which it is conveyed.

That the payment-by-results system be not applied to colleges.

That every application for a Grant-in aid receive an official reply, and in case of refusal that the reasons for such refusal be given.

That the proximity of a Government or of an aided school be not regarded as of itself a sufficient reason for refusing aid to a non-Government school.

That with the object of rendering assistance to schools in the form best suited to the circumstances of each Province and thus to call forth the largest amount of local co-operation, the Grant-in-aid rules be revised by the Local Governments in concert with the managers of schools.

That, in this revision, the rules be so defined as to avoid any ambiguity as to the amount and duration of the aid to which an institution may be entitled, the conditions of grants for buildings, apparatus, and furniture being clearly stated; and that special reference be had to the complaints that have been made against existing systems, particularly the complaints dwelt upon in this Report.

That whilst existing State institutions of the higher order should be maintained in complete efficiency wherever they are necessary, the improvement and extension of institutions under private management be the principal care of the Department.

That, in ordinary circumstances, the further extension of secondary education in any District be left to the operation of the Grant-in-aid system, as soon as that District is provided with an efficient high school, Government or other, along with its necessary feeders.

That it be a general principle that the Grant-in-aid should depend—

- (a) on locality, i.e., that larger proportionate grants be given to schools in backward Districts;
- (b) on the class of institutions, i.e., that greater proportionate aid be given to those in which a large amount of self-support cannot be expected, e.g., girls' schools and schools for lower castes and backward races.

That the following be adopted as general principles to regulate the amount of Grants-in-aid except in cases in which Recommendations for special aid have been made :—

- (a) That no grant be given to an institution which has become self-supporting by means of fees, and which needs no further development to meet the wants of the locality.
- (b) That the amount of State aid (exclusive of scholarships from public funds) do not exceed one-half of the entire expenditure on an institution.
- (c) That, as a general rule, this maximum rate of aid be given only to girls' schools, primary schools, and Normal schools.

That with a view to secure the co-operation of Government and non-Government institutions, the managers of the latter be consulted on matters of general educational interest, and that their students be admitted on equal terms to competition for certificates, scholarships, and other public distinctions.

That grants be paid without delay when they become due according to the rules.

That care be taken lest public examinations become the means of practically imposing the same text-books or curriculum on all schools.

That the revised rules for Grants-in-aid and any subsequent alterations made in them be not merely published in the official Gazettes, but translated into the Vernacular, and communicated to the press, to the managers of aided and private institutions, and to all who are likely to help in any way in the spread of education.

That the further extension of female education be preferentially promoted by affording liberal aid and encouragement to managers who show their personal interest in the work, and only when such agency is not available by the establishment of schools under the management of the Department or of Local or Municipal Boards.

That a periodically increasing provision be made in the educational budget of each Province for the expansion of aided institutions.

That when any school or class of schools under departmental management is transferred to a Local or Municipal Board the functions of such board be clearly defined, and that, as a general rule, its powers include (a) the appointment of teachers qualified under the rules of the Department, (b) the reduction or dismissal of such teachers, subject to the approval of the department, (c) the selection of the standard and course of instruction subject to the control of the Department, and (d) the determination of rates of fees and of the proportion of free students, subject to the general rules in force.

That if in any Province the management of Government schools of secondary instruction be transferred either to Municipalities or to Local Boards, or to Committees appointed by those bodies, encouragement be given to the subsequent transfer of the schools concerned to the management of associations of private persons combining locally with that object, provided they are able to afford adequate guarantees of permanence and efficiency.

That when Local and Municipal Boards have the charge of aiding schools, (1) their powers and duties be clearly defined; (2) that it be declared to be an important part of their duty to make provision for the primary education of the children of the poor; (3) that precautions be taken to secure that any assignment to them from public funds for purposes of education be impartially administered; (4) that an appeal against any refusal of aid lie to the Department.

That the system of Grants-in-aid be based as hitherto, in accordance with paragraph 53 of the Despatch of 1854, on an entire abstinence from interference with the religious instruction conveyed in the institution assisted: provided that when the only institution of any particular grade existing in any town or village

is an institution in which religious instruction forms a part of the ordinary course, it shall be open to parents to withdraw their children from attendance at such instruction without forfeiting any of the benefits of the institution.

That a parent be understood to consent to his child's passing through the full curriculum of the school, unless his intention to withdraw him from religious instruction be intimated at the time of the child's first entering the school, or at the beginning of a subsequent term.

That in order to evoke and stimulate local co-operation in the transfer to private management of Government institutions for collegiate or secondary instruction, aid at specially liberal rates be offered for a term of years, wherever necessary to any local body willing to undertake the management of any such institution under adequate guarantees of permanence and efficiency.

That in the event of any Government school or college being transferred to local management, provision be also made for the legal transfer to the new managers of all educational endowments, buildings and other property belonging to such institutions in the hands of Government.

That in the event of any Government school or college being transferred to local management, the incumbent of offices under Government be secured in the enjoyment of all their existing rights and privileges.

That all Directors of Public Instruction aim at the gradual transfer to local native management of Government schools of secondary instruction (including schools attached to first or second grade colleges), in every case in which the transfer can be effected without lowering the standard, or diminishing the supply of education, and without endangering the permanence of the institution transferred.

That the fact that any school raises more than 60 per cent. of its entire expenditure from fees be taken as affording a presumption that the transfer of such school to local management can be safely effected.

That in dealing with the question of the withdrawal of Government from the management of existing colleges, these colleges be regarded as divided into three classes, *vis.* :—

- (1) Those from which it is premature for Government to consider the propriety of withdrawal; on the ground that they are, and will long continue to be, the institutions on which the higher education of the country mainly depends.
- (2) Those that might be transferred with advantage, as a measure promising useful political results, to bodies of native gentlemen, provided the new managers give satisfactory guarantees that the college will be maintained (1) permanently, (2) in full efficiency, (3) in such a way as to make it adequate for all the wants of the locality.
- (3) Those which have been shown to be unsuccessful, or of which the cost is out of proportion to the utility, and from which Government might advantageously withdraw even with less stringent guarantees for permanent efficiency. Such colleges should be closed if, after due notice, no local body be formed to carry them on with such a Grant-in-aid as the rules provide.

That the Government of Madras be requested to consider the propriety of dealing with the second grade Government colleges of that Province on the principles applicable to the second or third class as may be deemed advisable in each case, in the light of the recommendations made by the Madras Provincial Committee.

That the bestowal of patronage in Government appointments be so ordered as to offer greater encouragement to high education.

(7).—*Recommendations regarding Classes requiring special treatment.*

a.—THE SONS OF NATIVE CHIEFS AND NOBLEMEN.

That Local Governments be invited to consider the question of establishing special colleges or schools for the sons and relations of Native Chiefs and Noblemen, where such institutions do not now exist.

That Local Governments be invited to consider the advisability of entrusting the education of Wards of Court to the joint supervision of the district authorities and the Educational Inspectors.

b.—MUHAMMADANS.

That the special encouragement of Muhammadan education be regarded as a legitimate charge on Local, on Municipal, and on Provincial Funds.

That indigenous Muhammadan schools be liberally encouraged to add purely secular subjects to their curriculum of instruction.

That special standards for Muhammadan primary schools be prescribed.

That Hindustani be the principal medium for imparting instruction to Muhammadans in primary and middle schools, except in localities where the Muhammadan community desire that some other language be adopted.

That the official vernacular, in places where it is not Hindustani, be added as a voluntary subject, to the curriculum of primary and middle schools for Muhammadans maintained from public funds; and that arithmetic and accounts be taught through the medium of that Vernacular.

That, in localities where Muhammadans form a fair proportion of the population, provision be made in middle and high schools maintained from public funds for imparting instruction in the Hindustani and Persian language.

That higher English education for Muhammadans, being the kind of education in which that community needs special help, be liberally encouraged.

That, where necessary, a graduated system of special scholarships for Muhammadans be established,—to be awarded,

(a) In primary schools, and tenable in middle schools.

(b) In middle schools, and tenable in high schools.

(c) On the results of the Matriculation and First Arts examinations, and tenable in Colleges.

That, in all classes of schools maintained from public funds, a certain proportion of free studentships be expressly reserved for Muhammadan students.

That, in places where educational endowments for the benefit of Muhammadans exist, and are under the management of Government, the funds arising from such endowments be devoted to the advancement of education among Muhammadans exclusively.

That, where Muhammadan endowments exist, and are under the management of private individuals or bodies, inducements by liberal Grants-in-aid be offered to them to establish English-teaching schools or colleges on the Grant-in-aid system.

That, where necessary, Normal schools or classes for the training of Muhammadan teachers be established.

That, wherever instruction is given in Muhammadan schools through the medium of Hindustani, endeavours be made to secure, as far as possible, Muhammadan teachers to give such instruction.

That Muhammadan Inspecting Officers be employed more largely than hitherto for the inspection of primary schools for Muhammadans.

That Associations for the promotion of Muhammadan education be recognised and encouraged.

That in the Annual Reports on public instruction a special section be devoted to Muhammadan education.

That the attention of the Local Governments be invited to the question of the proportion in which patronage is distributed among educated Muhammadans and others.

That the principles embodied in the Recommendations given above be equally applicable to any other races with similar antecedents, whose education is on the same level as that of the Muhammadans.

c.—ABORIGINAL TRIBES.

That children of aboriginal tribes be exempted wherever necessary from payment of fees, over and above any general exemptions otherwise provided for.

That, if necessary, extra allowances be given under the result system for boys of aboriginal tribes taught in ordinary schools.

That when children of aboriginal tribes are found sufficiently instructed to become schoolmasters among their own people, attempts be made to establish them in schools within the borders of the tribes.

That if any bodies be willing to undertake the work of education among aboriginal tribes, they be liberally assisted on the basis of abstention from any interference with any religious teaching.

That where the language of the tribe has not been reduced to writing, or is otherwise unsuitable, the medium of instruction be the Vernacular of the neighbouring population with whom the aboriginal people most often come in contact.

That, where the education of such tribes is carried on in their own vernacular, the vernacular of the neighbouring District be an additional subject of instruction where this is found advisable.

d.—LOW CASTES.

That the principle laid down in the Court of Directors' letter of May 5th, 1854, and again in their reply to the letter of the Government of India, dated May 20th, 1857, that "no boy be refused admission to a Government college or school merely on the ground of caste" and repeated by the Secretary of State in 1863, be now re-affirmed as a principle, and be applied with due caution to every institution not reserved for special races, which is wholly maintained at the cost of public funds, whether Provincial, Municipal, or Local.

That the establishment of special schools or classes for children of low caste be liberally encouraged in places where there is a sufficient number of such children to form separate schools or classes, and where the schools maintained from public funds do not sufficiently provide for their education.

(8).—*Recommendations on Female Education.*

That female education be treated as a legitimate charge alike on Local, on Municipal, and on Provincial Funds, and receive special encouragement.

That all female schools or orphanages, whether on a religious basis or not, be eligible for aid so far as they produce any secular results, such as a knowledge of reading or of writing.

That the conditions of aid to girls' schools be easier than to boys' schools, and the rates higher—more especially in the case of those established for poor or for low caste girls.

That the rules for grants be so framed as to allow for the fact that girls' schools generally contain a large proportion of beginners, and of those who cannot attend school for so many hours a day, or with such regularity as boys.

That the standards of instruction for primary girls' schools be simpler than those for boys' schools, and be drawn up with special reference to the requirements of home life, and to the occupations open to women.

That the greatest care be exercised in the selection of suitable text-books for girls' schools, and that the preparation for such books be encouraged.

That, while fees be levied where practicable, no girls' school be debarred from a grant on account of its not levying fees.

That special provision be made for girls' scholarships, to be awarded after examination, and that, with a view to encouraging girls to remain longer at school, a certain proportion of them be reserved for girls not under twelve years of age.

That liberal aid be offered for the establishment, in suitable localities, of girls' schools in which English should be taught in addition to the vernacular.

That special aid be given, where necessary, to girls' schools that make provision for boarders.

That the Department of Public Instruction be requested to arrange, in concert with managers of girls' schools, for the revision of the Code of Rules for Grants-in-aid in accordance with the above Recommendations.

That, as mixed schools, other than infant schools, are not generally suited to the conditions of this country, the attendance of girls at boys' schools be not encouraged, except in places where girls' schools cannot be maintained.

That the establishment of infant schools or classes, under schoolmistresses, be liberally encouraged.

That female schools be not placed under the management of Local Boards or of Municipalities unless they express a wish to take charge of them.

That the first appointment of schoolmistresses in girls' schools under the management of Municipal or Local Boards be left to such boards, with the proviso that the mistress be either certificated, or approved by the Department: and that subsequent promotion or removal be regulated by the Boards, subject to the approval of the Department.

That rules be framed to promote the gradual supersession of male by female teachers in all girls' schools.

That, in schools under female teachers, stipendiary pupil-teacherships be generally encouraged.

That the attention of Local Governments be invited to the question of establishing additional Normal schools or classes; and that those under private management receive liberal aid, part of which might take the form of a bonus for every pupil passing the certificate examination.

That the departmental certificate examinations for teachers be open to all candidates, wherever prepared.

That teachers in schools for general education be encouraged by special rewards to prepare pupils for examinations for teachers' certificates, and that girls be encouraged by the offer of prizes to qualify for such certificates.

That liberal inducements be offered to the wives of schoolmasters to qualify as teachers, and that in suitable cases widows be trained as schoolmistresses, care being taken to provide them with sufficient protection in the place where they are to be employed as teachers.

That, in Districts where European or Eurasian young women are required as teachers in native schools, special encouragement be given to them to qualify in a vernacular language.

That grants for Zenana teaching be recognized as a proper charge on public funds and be given under rules which will enable the agencies engaged in that work to obtain substantial aid for such secular teaching as may be tested by an Inspectress or other female agency.

That Associations for the promotion of female education by examinations or otherwise be recognised by the Department, and encouraged by grants under suitable conditions.

That female inspecting agency be regarded as essential to the full development of female education, and be more largely employed than hitherto.

That an alternative examination in subjects suitable for girls be established, corresponding in standard to the Matriculation examination, but having no relation to any existing University course.

That endeavours be made to secure the services of native gentlemen interested in female education on Committees for the supervision of girls' schools, and that European and Native ladies be also invited to assist such Committees.

(9).—*Recommendations as to Legislation.*

That the duties of Municipal and Local Boards in controlling or assisting schools under their supervision be regulated by local enactments suited to the circumstances of each Province.

That the area of any Municipal or rural unit of Local Self-Government that may now or hereafter exist be declared to be a school-district, and school-boards be established for the management and control of schools placed under their jurisdiction in each such district.

That the control of each school-board over all schools within the said school-district be subject to the following provisions:—

- (a) that it be open to the Local Government to exclude any schools, or any class of schools, other than schools of primary instruction for boys, from the control of such school-board;
- (b) that any school which is situated in the said school-district, and which receives no assistance either from the Board or the Department, continue, if the managers so desire it, to be independent of the control of the school-board;
- (c) that the managers of any institution, which receives aid either from the Board or the Department continue to exercise in regard to such institution full powers of management subject to such limitations as the Local Government from time to time may impose as a condition of receiving aid;
- (d) that the school-board may delegate to any body appointed by itself or subordinate to it any duties in regard to any school or class of institutions under its control which it thinks fit so to delegate.

That the Local Government declare from time to time what funds constituting a school-fund shall be vested in any school-board for educational purposes, and what proportion of such school-fund shall be assigned to any class of education.

That it be the duty of every school-board:—

- (a) to prepare an annual budget of its income and expenditure;

- (b) to determine what schools shall be wholly maintained at the cost of the school-fund, what schools are eligible for Grants-in-aid, and which of them shall receive aid;
- (c) to keep a register of all schools, whether maintained at the cost of public funds, or aided or unaided, which are situated in its school-district;
- (d) to construct and repair school-houses or to grant aid towards their construction or repair;
- (e) generally to carry out any other of the objects indicated in the various recommendations of the Commission, which in the opinion of the Local Government can best be secured by legislative enactment, or by rules made under the Act.

That the appointment, reduction of salary, or dismissal, of teachers in schools maintained by the Board be left to the school-board; provided that the said Board shall be guided in its appointments by any rules as to qualifications which may be laid down from time to time by the Department; and provided that an appeal shall lie to the Department against any order of dismissal or reduction of salary.

That an appeal lie to the Department against any order of a board in regard to such matters as the Local Government shall specify.

That every school-board be required to submit to the Local Government through the Department an annual report of its administration, together with its accounts of income and expenditure, in such form and on such date as shall be prescribed by the Local Government; and thereon the Local Government shall declare whether the existing supply of schools of any class, of which the supervision has been entrusted to such Board, is sufficient to secure adequate proportionate provision for the education of all classes of the community; and in the event of the said Government declaring that the supply is insufficient, it shall determine from what sources and in what manner the necessary provision of schools shall be made.

That it be incumbent upon every Local Government or Administration to frame a Code of rules for regulating the conduct of education by Municipal and Local Boards in the Provinces subject to such Local Government or Administration.

That such Code shall define and regulate—

- (a) the internal mechanism of the Education Department in regard to direction, inspection, and teaching;
- (b) the external relations of the Department to private individuals and public bodies engaged in the work of education;
- (c) the scope, functions and rules of the system of Grants-in-aid;
- (d) the character of any special measures for the education of classes requiring exceptional treatment;
- (e) the scope and divisions of the annual report upon the progress of public instruction, together with the necessary forms of returns.

That power be reserved to the Local Government from time to time to add to, cancel or modify, the provisions of the said Code.

That the Code be annually published in the official Gazette in such a form as to show separately all articles which have been cancelled or modified and all new articles which have been introduced since the publication of the last edition.

APPENDIX B.

No 10
309.

Extract from the Proceedings of the Government of India, in the Home Department (Education)—under date, Simla, the 23rd October 1884.

Read—

(1) Resolution by Government of India, Home Department, No. 10, dated 3rd February 1882, appointing a Commission to enquire into the present position of education in this country and containing instructions for their guidance.

(2) To Her Majesty's Secretary of State for India, No. 1, dated 6th February 1882, forwarding with remarks a copy of the foregoing Resolution.

(3) From Her Majesty's Secretary of State for India, No. 58, dated 11th May 1882, acknowledging receipt of the Resolution and communicating remarks.

(4) From the President of the Education Commission, No 6049, dated 9th October 1883, forwarding copies of the Report of the Education Commission.

(5) To all Local Governments and Administrations, Nos. 11—371 to 380, dated 3rd November 1883, forwarding the Report for remarks and suggestions.

(6) To the President of the Education Commission, No. 381, dated 3rd November 1883, conveying the thanks of the Governor-General in Council to the Members of the Commission.

(7) To Her Majesty's Secretary of State for India, No. 15, dated 5th November 1883, transmitting for consideration a copy of the Report.

(8) To Her Majesty's Secretary of State for India, No. 3, dated 12th May 1884, submitting the views of the Government of India upon certain questions of principle raised by the Report of the Education Commission.

(9) From Her Majesty's Secretary of State for India, No. 61, Public (Educational), dated 24th July 1884, replying to the foregoing.

(10) Replies of Local Governments and Administrations to Circular Nos. 11—371 to 380, dated 3rd November 1883.

RESOLUTION.

The Education Commission was appointed under the orders of the Governor-General in Council, contained in the Home Department Resolution of the 3rd February 1882, which laid down the scope of the enquiry entrusted to the Commission, and indicated in general terms the matters to which the Government desired that special attention should be given. The considerations which led His Excellency in Council to appoint a Commission at this particular time were thus explained in the opening paragraphs of the Resolution :—

The Despatch from the Court of Directors of the East India Company, No. 49, of the 19th July 1854, laid down in clear, though general, terms the principles which should govern the Educational policy of the Government of India. It set forth (in the words of Lord Dalhousie) "a scheme of education for all India, far wider and more comprehensive than the Supreme or any Local Government could ever have ventured to suggest." Up to the time of its issue the efforts of the Government in the cause of education had been marked neither by consistency of direction nor by any breadth of aim. The annual expenditure upon public instruction had been insignificant and uncertain; and the control of its operations had not been deemed worthy the attention of any special Department of the State. The educational system elaborated in the Despatch was indeed, both in its character and scope, far in advance of anything existing at the time of its inception. It furnished in fact a masterly and comprehensive outline, the filling up of which was necessarily to be the work of many years. Hence it became a matter of importance that Government should from time to time review the progress made under its orders, and enquire how far the superstructure corresponded with the original design.

2 Such an enquiry was instituted by the Secretary of State for India in his Despatch No. 4 of the 7th April 1859, in which, after describing the measures actually taken upon the orders of 1854, Her Majesty's Government confirmed and supplemented the lines of policy therein contained, so far as general education was concerned, and called upon the Government of India for fuller report as to the operation of the system in all its parts. Owing to the imperfections in the method of the annual reports as then prepared, the Government of India found it difficult to comply in any satisfactory manner with this demand of the Secretary of State, and it was not until the year 1867 that it was found possible to present anything like a complete review of the whole educational system. In March of that year Mr. A. M. Montecath, then Under-Secretary in the Home Department, submitted his "Note upon the state of education in India during 1865—66"; which was followed by similar "Notes" prepared by his successor, Mr. A. P. Howell, dealing with the statistics of 1866-67, 1867-68, and 1870-71.

3. In the year 1871 the control of the Educational Department was, under the operation of the financial decentralisation scheme, made over to the Local Governments; and the Government of India has since that time had to depend mainly upon the Annual Departmental Reports for its knowledge of the manner in which the educational system is progressing, and in which it is being developed and adopted to the more modern requirements of the different Provinces.

4. In view of the facts that, since the measures set forth in the Despatch of 1854 came into active operation, a full quarter of a century has elapsed, and that it is now ten years since the responsible direction of the educational system was entrusted to the Local Governments, it appears to His Excellency the Governor-General in Council that the time has come for instituting a more careful examination into the results attained, and into the working of the present arrangements, than has hitherto been attempted. The experience of the past has shown that a mere critical review or analysis of the returns and reports of the different Provinces fails to impart a thoroughly satisfactory knowledge of the actual state of things in the districts, and that there are many points which only an acquaintance with local circumstances can adequately estimate or explain. His Excellency in Council has therefore decided to appoint a Commission on behalf of Government to enquire into the present position of education in British India, and to nominate to this Commission a sufficient number of persons from the different Provinces to secure the adequate and intelligent consideration of the facts that will be laid before it.

2. In selecting the Members of the Commission care was taken, as far as possible, to secure a fair representation, not only of the Education Departments and of the local Executive of the different Provinces, but also of the educated Native community, and of those of the Missionary bodies who were most largely interested in the subject-matter of the enquiry.

3. In appointing the Commission, the Governor-General in Council observed that their duty would be to enquire particularly (subject only to certain limitations as regards the universities, schools of technical instruction, European education, and the educational system of British Burma) into the manner in which effect had been given to the principles of the Despatch of 1854, and to suggest measures for the further carrying out of the policy therein laid down. It was said that "the Government of India was firmly convinced of the soundness of that policy, and had no wish to depart from the principles upon which it was based." The Commission have examined with much carefulness and impartiality the past history and present state of Education in each Province of British India. It is not necessary to repeat in this Resolution facts and figures, which can readily be gathered from the pages of their Report, or to discuss those questions of opinion regarding the work of the past on which some local authorities take exception to the conclusions at which the Commission have arrived. The criticisms passed by the Commission upon the existing arrangements in the several Provinces are, generally speaking, candid and impartial, and the Governor-General in Council will content himself with recommending to Local Governments and departmental officers the careful study not only of the main Report itself but of the Provincial Committees' Reports and the record of evidence, in order that, by comparing the system with which they are best acquainted with those in force elsewhere and with the objections brought forward by outside critics, they may have their attention drawn to any matters which do not happen to be specifically met by the orders and instructions to follow in this Resolution.

4. As regards the general outcome of the Commission's enquiry into the state of education in India, the Governor-General in Council thinks that, on the whole, and after making all deductions on account of mistakes and failures on the part of the local authorities in giving effect to the Despatch of 1854, the result is one upon which the Government may congratulate itself. The advance made since 1854 has everywhere been great and encouraging. A reference to General Table 1-a at page V of the Appendix to the Report shows that the number of educational institutions in the Provinces comprised in the table had risen from 50,988 with 923,780 pupils in 1885 to 114,109 institutions with 2,643,978 pupils in 1881-82. The

vastness of the field which has still to be occupied is gathered from the fact, brought out in the Census Report, that, after excluding children under five who are too young to be at school, out of every 1,000 males in the Empire only 104 are able to read and write or are under instruction. The Census Commissioner writes :—"Burma is the only Indian country where the majority of the males are instructed. There 532 of every 1000 males (over 5) are able to read and write or are at school. In Madras we find the next highest proportion. But the drop from the Burma figure is very great, the Madras figure being 158 in every 1000. Of the large Provinces, Bombay comes next, with 127; then Bengal, with 102. The North-West proportion is extremely low, 66, and the Punjab little better, 72." In Bengal, which has 1,099,767 pupils in its schools and colleges, the Census returns show that in every 1000 males above five years of age 34 are learning, 67 can read and write, and 898 are ignorant, while in every 100 boys of school-going age 20 only are under instruction. The percentage of persons instructed or under instruction is better in some Provinces and worse in others, but is extremely small in each.

5. It is of the utmost importance, in view of these facts, that there should be no loss of educational power from adherence to mistaken methods. It is impossible for the Government to find funds to meet a tithe of the demands for aid that can fairly be made upon it. This was fully recognised in the Despatch of 1854, one of the main objects of which was to indicate the mode in which Government funds might be made to go furthest, and private effort be most effectively evolved to supplement and economise the resources of the State. The Commission have rightly devoted the chief part of their labor to the careful examination and elucidation of the conditions of this problem, and the Governor-General in Council trusts that the result may be to give a fresh impetus to the cause of education in India. His Excellency in Council believes that this desirable end will be materially furthered by the new powers in connection with education which are being conferred upon local bodies all over the country under the arrangements for the development of local self-government.

6. It appears from the Report that the experience of nearly thirty years has brought to light no serious flaw in the general outlines of the policy laid down in 1854 and confirmed in 1859. If in any Province unsatisfactory results are brought to notice, or if the progress made in any particular respect is shown to have been less than might have been hoped for, this will almost invariably be found to have been due to a departure from, or failure to act up to, the principles of the Despatches upon which the whole educational system rests. The Commission have done good service in indicating clearly where mistakes of this kind have

been made, and their recommendations are so framed, and descend at times to such minuteness of detail, that, when once the orders of Government have been issued in respect of them, no departures from the right paths should be possible in the future. It is especially matter for congratulation that so much substantial unanimity has been secured among a body of men representing so many different interests and such varied lines of training and experience.

Indigenous Education—Chapter III of the Report.

7. In the Resolution of the 3rd February 1882, the Government of India specially directed the attention of the Commission to the subject of primary education, and in connection with this to 'the extent to which indigenous schools exist in different parts of the country, and are or can be utilised as a part of the educational system.' It was added that the Governor-General in Council 'was disposed to advocate the making as much use as possible of such schools.' The result of the enquiries made by the Commission is to show that, although in some Provinces considerable use has been made of indigenous institutions, in others they have, for various reasons, into which it is not necessary to enter, formed a less prominent feature in the scheme of primary education. The Commission have framed a series of recommendations providing for the recognition of indigenous schools, where these exist, giving them a distinct claim to grants-in-aid from public funds, and placing them, where they accept those grants, under a system of supervision and improvement, to be exercised by local boards where such boards have been formed, and in other cases by the Educational Department. The Governor-General in Council entirely approves of the leading principles laid down by the Commission and embodied in the following recommendations of Chapter III of their Report:—

* 1. That all indigenous schools, whether high or low, be recognised and encouraged if they serve any purpose of secular education whatsoever.

5. That a steady and gradual improvement in indigenous schools be aimed at with as little immediate interference with their personal or curriculum as possible.

10. That where Municipal and local boards exist, the regulation, supervision, and encouragement of indigenous elementary schools, whether aided or unaided, be entrusted to such boards: provided that such boards shall not interfere in any way with such schools as do not desire to receive aid or to be subject to the supervision of the boards.

12. That such boards be required to give elementary indigenous education free play and development, and to establish fresh schools of their own only where the preferable alternative of aiding suitable indigenous schools cannot be adopted.

*The numbering of the Recommendations followed here is that of Chapter III of the Report. In Chapter XIII the proposed definition of 'indigenous Schools,' is numbered as a Recommendation (1).

8. These Recommendations set out correctly, in the opinion of the Governor-General in Council and Her Majesty's Secretary of State, the general principles on which recognition should be extended to indigenous schools. His Excellency in Council is glad to see that the Local Governments, in Provinces where indigenous schools exist, are agreed in accepting them.

9. The Secretary of State, in approving the proposals of the Commission in regard to indigenous institutions generally, deprecates, as the Commission do, undue interference of a direct kind with their internal management and curriculum. In the case of indigenous institutions of a high order, the recommendation of the Commission is that the best practicable mode of encouraging such as desire recognition should be ascertained in communication with those interested in their management. The Governor-General in Council commends this course to the adoption of the Local Governments. The University authorities, who already take cognizance of the study of the Indian classics, might also usefully be invited to advise in the matter. It is believed that no great expenditure of funds will be found to be necessary in the case of the Sanskrit tôls and High Arabic schools. In Bengal, where up to date most has been done for these schools, the mere fact of Government recognition served at once to draw forth pecuniary aid from the leaders of the Native community.

10. In connection with the ordinary indigenous schools, the most important point is that local boards, municipal and rural, should be brought to recognise the claims of such schools to aid from the funds and cesses at the disposal of the boards, and that fresh schools should not be opened by them when the primary educational wants of the locality can be met by aiding an existing indigenous school and encouraging its improvement.

11. The Governor-General in Council observes that some Local Governments are under a misapprehension as to the meaning of recommendations 8 and 9 under this chapter of the Report and the corresponding clauses in other chapters. It is not intended by the Commission to compel aided schools to receive pupils of all castes under penalty of losing their grants. It is open to any aided school to register itself as a special school for children of specified classes or not belonging to specified castes. It will not necessarily lose its grant by so doing. It is, however, the desire of the Government that the educational authorities and the local boards should encourage aided schools to throw their doors open to all castes and classes exactly as those of the Government schools must be open. Under all circumstances care must be taken to see that due provision is made in each locality for the education of low caste children ; and when funds are insufficient for all purposes a ' public' school should receive aid in preference to a ' special' one.

12. As regards the remaining recommendations in this chapter, the Governor-General in Council commends them generally to the adoption of Local Governments. Recommendation 13, 'that the local inspecting officers be ex-officio members of municipal or district school boards,' need not, however, be acted upon literally in all Provinces. The chief thing is to arrange that the local boards are enabled, in some form or other, to avail themselves of the knowledge and advice of the local inspecting officers; and this appears to be generally provided for.

Primary Education—Chapter IV of the Report.

13. Having provided for the distinct recognition of indigenous schools, the Commission pass on in Chapter IV of the Report to the general subject of primary education. With the general policy of their recommendations under this head the Governor-General in Council and the Secretary of State entirely concur. The chief object kept in view has been the development of the grant-in-aid system in connection with this class of education. The Commission commence by recommending—

1. That primary education be regarded as the instruction of the masses through the vernacular in such subjects as will best fit them for their position in life, and be not necessarily regarded as a portion of instruction leading up to the University.

This definition is accepted by Government. The cardinal principles are then laid down—

3. That, while every branch of education can justly claim the fostering care of the State, it is desirable, in the present circumstances of the country, to declare the elementary education of the masses, its provision, extension and improvement, to be that part of the educational system to which the strenuous efforts of the State should now be directed in a still larger measure than heretofore.

28. That primary education be declared to be that part of the whole system of public instruction which possesses an almost exclusive claim on local funds set apart for education and a large claim on provincial revenues.

These recommendations are quite in accordance with the views repeatedly expressed by Her Majesty's Government, and again endorsed by the Secretary of State in his Despatch No. 58 of the 11th May 1882. Fully to understand their bearing it is necessary to refer to the recommendation (23 in Chapter V) describing the relation which it is proposed that the State should hold towards secondary education, *viz.* :—

23. That it be distinctly laid down that the relation of the State to secondary, is different from its relation to primary, education, in that the means of primary education may be provided without regard to the existence of local co-operation, while it is ordinarily expedient to provide the means of secondary education only where adequate local co-operation is forthcoming; and that therefore, in all ordinary cases, secondary schools for instruction in English be hereafter established by the State preferably on the footing of the system of grants-in-aid.

Accepting the principles thus laid down, the Governor-General in Council considers that the general effect of the Commission's proposals is to carry out the policy explained by the Government of India in the Resolution of the 3rd February 1882 appointing them. It was there said that it would be contrary to the policy of the Government of India to check or hinder in any degree the further progress of high or middle education, but it was held that the different branches of public instruction should for the future move forward together, and with more equal steps than hitherto ; that the development of elementary education called for more systematic attention than it had always received ; and that secondary education should, if possible, be made more self-supporting. This is precisely the result to which the recommendations of the Commission directly point, and for this reason, the Governor-General in Council desires to give them his cordial support.

14. The detailed proposals of the Commission are well calculated to give effect to the general policy which they advocate. The Government of India especially notes and accepts the recommendations—

7. That as a general rule aid to primary schools be regulated to a large extent according to the results of examination ; but an exception may be made in the case of schools established in backward districts or under peculiar circumstances, which may be aided under special rules.

9. That the standards of primary examination in each Province be revised with a view to simplification, and to the larger introduction of practical subjects, such as Native methods of arithmetic, accounts and mensuration, the elements of natural and physical science, and their application to agriculture, health and the industrial arts ; but that no attempt be made to secure general uniformity throughout India.

14. That the existing rules as to religious teaching in Government schools be applied to all primary schools wholly maintained by municipal or local funds boards.

16. That the first charges on provincial funds assigned for primary education be the cost of its direction and inspection and the provision of adequate normal schools.

15. The Governor-General in Council attaches great importance to the provision of a well-judged system of normal schools. There may be, in the case of Bengal, difficulties in the way of insisting upon a normal training for all teachers in primary schools ; but the Government of India considers it very desirable, with a view to improving the character of the instruction given in the aided indigenous schools, which undertake practically the whole primary education of the masses in that Province, that those teachers who are willing to submit to normal training should have opportunities given them of securing it, and that their doing so should be favourably recognised in their grants. It is hoped, therefore, that the Lieutenant-Governor of Bengal will be able to provide reasonable facilities for a certain amount of normal training for primary school teachers. All the other Local Governments already recognise the importance of this.

16. The question of Legislation in support of primary education (recommendation 4), and the relations of Local Boards to primary education (recommendations 29—34) will be noticed below. The other detailed recommendations of the Commission under this chapter are for the most part accepted by Local Governments. It is here only necessary to remark that the curriculum of a primary school ought, while not neglecting the preparation necessary for any pupils who may be advancing to the secondary stage, to aim principally at imparting instruction calculated to be of real practical benefit to the bulk of the children whose education will terminate with the primary course. This is the object which the Commission had in view in framing their recommendations 1, 9 and 12

17. A question is raised by some Local Governments with reference to recommendation 17 (which deprecates the entire exemption of the children of rate-payers from fees in Municipal and local board schools). The weight of authority is in favour of the soundness of the principle of charging some fees to all scholars not specially exempted on the ground of poverty, and the Government of India is itself in favour of this course, though there may be cases where local circumstances may render advisable the more favourable treatment of the children of cess-payers in respect of the amount of fee. So, again, the Governor-General in Council considers correct the principle laid down in recommendation 19 that fees should be levied in all aided schools, the proceeds being left at the entire disposal of the managers. This is strictly in accordance with the rule embodied in paragraph 54 of the Despatch of 1854. If any exception is allowed, it should, in the opinion of the Government of India, be confined to the lowest classes of aided indigenous schools.

18. The recommendations of the Commission (Nos. 20 and 21) regarding the requirement of preliminary educational tests for the filling of all offices under Government, open a very important question to which, the Governor-General in Council is glad to observe, most of the Local Governments have already given serious attention. It is not of course necessary to apply the rule to menial offices, but for all employments above that grade the Government of India entirely supports the views of the Commission. The Governor-General in Council would recommend the admirable arrangements now in force to this end in the Madras and Bombay Presidencies to the early consideration of all other Governments.

19. In giving effect to some of the recommendations under this chapter, the Local Governments must be allowed a certain latitude of application. Thus, the principle underlying recommendation 16 is that provincial as distinct from local funds must contribute fairly to charges on account of primary education. If this is done, it is a matter of

minor consequence whether normal schools (or any other item) are actually debited to provincial or local funds. Again, while the suggestions of the Commission (No. 35) with reference to the treatment of minorities in the matter of language are sound, there may be some Provinces where the matter is not of importance. In the opinion of the Chief Commissioner this is the case in the Central Provinces. Local circumstances must determine the precise application of the general rule.

Secondary Education—Chapter V of the Report.

20. It was one of the principal objects of the Despatch of 1854 to develop the grant-in-aid system in connection with secondary education. Leaving the general question of grants-in-aid to be dealt with under Chapter VIII, the Commission recommend in their Chapter V that the function of State effort shall henceforth ordinarily be confined to extending secondary education in cases where there is a local demand for this and local co-operation. They propose to provide effective support for this system by throwing open all scholarships, as directed by the Despatch of 1854, to pupils in aided and unaided institutions, and by making them tenable at such institutions. They deal with the alleged one-sidedness of secondary education at present, to which attention was directed in paragraph 17 of the Resolution appointing them, by proposing a bifurcation of the curriculum in high schools—one course leading to the University, and the other intended to fit youths for commercial or other non-literary pursuits. Their principal recommendations under this chapter, in all of which the Government of India concurs, are the following:—

1. That in the upper classes of high schools there be two divisions—one leading to the entrance examination of the universities, the other, of a more practical character, intended to fit youths for commercial or other non-literary pursuits.

12. That in all Provinces the system of scholarships be so arranged that, as suggested in the Despatch of 1854, they may form connecting links between the different grades of institutions.

13. That scholarships payable from public funds, including educational endowments not attached to a particular institution, be awarded after public competition, without restriction, except in special cases, to students from any particular class of schools.

14. That scholarships gained in open competition be tenable, under proper safeguards to ensure the progress of the scholarship holder, at any approved institution for general or special instruction.

21. The proposals under this chapter also meet with a favourable reception from the Local Governments. The bifurcation of studies suggested in recommendation 1 is of special importance at the present time. Every variety of study should be encouraged which may serve to direct the attention of Native youth to industrial and commercial pursuits. To be of any value the bifurcation should be carried out, as the Commission advise, in the High School course. To postpone it till

after Matriculation at the university, as proposed by some authorities, would to a great extent render its advantages futile.

22. There is one matter regarding which no specific recommendation is made, but to which attention was drawn in the Resolution appointing the Commission, and which is discussed in paragraphs 249-50 of their Report, *vis.*, the place which should be occupied by English and the Vernacular in middle schools. The Governor-General in Council is disposed to agree with the Commission that, for boys whose education terminates with the middle course, instruction through the Vernacular is likely to be the most effective and satisfactory. The experience of Bengal goes indeed to show that even for lads pursuing their studies in high schools a thorough grounding conveyed through their own Vernacular leads to satisfactory after-results. It is urged by those who take this view that many of the complaints of the unsatisfactory quality of the training given in the middle and high schools of the country are accounted for by the attempt to convey instruction through a foreign tongue. The boys, it is said, learn a smattering of very indifferent English, while their minds receive no development by the imparting to them of useful knowledge in a shape comprehensible to their intellects, since they never really assimilate the instruction imparted to them. It has been proposed to meet this difficulty by providing that English shall only be taught in middle schools as a language, and even then only as an extra subject where there is a real demand for it and a readiness to pay for such instruction. His Excellency in Council commends this matter to the careful consideration of Local Governments and educational authorities.

23. The recommendation (9) that the departmental authorities, in consultation with the managers of aided schools, should determine the scale of fees to be charged, and the proportion of free pupils, appears to be in accordance with the present practice of most Local Governments. The proposal was not unanimously adopted by the Commission, and the Bombay Government considers that this and the following recommendation (that managers of aided schools be not required to charge fees as high as those at a neighbouring Government school of the same class) involve undue interference with the management of aided schools. Some of the objections urged against the proposal before the Commission would be met by recognizing the right of the managers of an aided school to pay out of subscriptions or endowments any share of the fees that they might wish so to defray. Generally speaking, the recommendation is favourable to the position of aided schools, for the effect is to give their managers a potential voice in the settlement of fees both in aided and Government schools, and thus to protect private enterprise against unfair competition, and assist new schools of this class to secure a reasonable start. On the whole, the Governor-General in Council would leave the practice alone where it is already in force, and would recom-

mend those Governments who have not at present adopted it to consult the wishes of managers and be guided by the result.

24. The Governor-General in Council attaches great importance to the recommendation of the Commission in regard to the establishment everywhere of a sound system of scholarships. On this question the following remarks were made in the Resolution appointing the Commission :—

Provision should be made by means of a proper system of scholarships for the rise of youths of proved ability from the lowest to the highest grade of institution. The funds available for scholarships ought in any case to be so distributed that ample facilities for obtaining a good secondary education are held out to a large number of youths in the lower schools. The provision of scholarships tenable during a university course need not be so liberal, but should still be sufficient to afford the best of the pupils of middle and high schools a fair opportunity of obtaining an advanced education, if they show themselves fit for it. The Government scholarships ought, however, in no way to be placed on an eleemosynary basis, but should always be given as distinct rewards for merit tested and proved by competitive examinations. This will leave a wide field open for the establishment of scholarships requiring local or other qualifications, through the munificence of private individuals or corporations.

His Excellency in Council is glad to observe that the Local Governments generally approve, and are preparing to give effect to, the suggestions of the Commission on this point. This also is especially a matter to be settled in communication with the managers of aided schools. The Educational Reports of the different Provinces should contain full information as to the steps taken to carry out the reforms necessary in some of the local systems.

25. The Government of India recommends to Local Governments the consideration of the advantage of attaching boarding houses to High Schools, as suggested by the Chief Commissioner of Assam. It appears probable that in some localities such institutions might prove to be extremely useful.

Collegiate Education—Chapter VI of the Report.

26. The Commission were precluded by the terms of their appointment from inquiry into the working of the Indian Universities, and they have therefore put forward, in Chapter VI of their Report, but few suggestions of a general character regarding collegiate instruction, which is dominated by the requirements of the Universities. Their proposals have reference chiefly to matters of departmental detail. Some of these are, however, of sufficient importance to demand notice. The Governor-General in Council approves of No. 2 of the recommendations :—

(2) That the rate of aid to each college be determined by the strength of the staff, the expenditure on its maintenance, the efficiency of the institution and the wants of the locality.

Colleges cannot be properly aided under a strict application of the payment-by-results system ; and certainly under that system no inducement is held out to the starting of new institutions.

His Excellency in Council also approves of the proposal—

(5) That Indian graduates, especially those who have also graduated in European Universities, be more largely employed than they have hitherto been in the colleges maintained by Government.

27. Recommendation 4 in this chapter and recommendations 1 and 2 of Chapter VII relate to questions of the pay and position of officers now serving in the Educational Department, which the Government of India does not consider it either necessary or desirable to reopen.

28. The Governor-General in Council regrets that he is obliged to dissent from the following proposals of the Commission :—

(8) That an attempt be made to prepare a moral text-book, based upon the fundamental principles of natural religion, such as may be taught in all Government and non-Government colleges.

(9) That the Principal or one of the Professors in each Government and aided college deliver to each of the college classes in every session a series of lectures on the duties of a man and a citizen.

It is doubtful whether such a moral text-book as is proposed could be introduced without raising a variety of burning questions; and, strongly as it may be urged that a purely secular education is imperfect, it does not appear probable that a text-book of morality, sufficiently vague and colourless to be accepted by Christians, Mahomedans and Hindus, would do much, especially in the stage of collegiate instruction, to remedy the defects or supply the shortcomings of such an education. The same objection appears to apply to the proposal that a series of lectures should be delivered in each college on the duties of a man: and as to the proposed lectures on the duties of a citizen, Mr. Telang's objections at page 612 of the Report appear to be unanswerable. The Secretary of State intimates his concurrence in the views of the Government of India on this matter, but adds that possibly hereafter some book in the nature of a text-book of Moral Rules may be written of such merit as to render its use desirable. In that event the question can be reconsidered.

The Government of India commends the other general recommendations of this chapter to the adoption of Local Governments. Recommendation 14 is designed to regulate the expenditure on scholarships tenable in Arts Colleges with reference to the whole funds available for education, and to prevent an undue expenditure on collegiate education. Efforts should be made to call forth private liberality in the endowment of scholarships, not only in Arts Colleges, but for the encouragement of technical education.

Internal Administration of the Department—Chapter VII of the Report.

29. Chapter VII of the Report deals with the internal administration of the Department.

The Governor-General in Council approves of recommendation 2 :—

(2) That conferences (1) of officers of the Educational Department and (2) of such officers with managers of aided and unaided schools be held from time to time for the discussion of questions affecting education, the Director of Public Instruction being in each case *ex-officio* president of the conference. Also that Deputy-Inspectors occasionally hold local meetings of the school masters subordinate to them for the discussion of questions of school management.

It is hoped that Local Governments will lose no time in inaugurating these conferences ; and if any Government desire to try the plan of a permanent consultative board, the Government of India would not object to this. The question raised in recommendation 4, regarding the adoption of inter-school rules, might, where there is any doubt as to the advisability of their practice, be referred to such a conference. The Governor-General in Council also approves of recommendation 5—

(5) That it be an instruction to the Departments of the various Provinces to aim at raising fees gradually, cautiously, and with due regard to necessary exemptions, up to the highest amount that will not check the spread of education, especially in colleges, secondary schools, and primary schools in towns where the value of education is understood.

This appears to His Excellency in Council and to the Secretary of State to go quite far enough. The Government of India is not in favour of any summary raising of fees in colleges. Though it is desirable to see high education made as self-supporting as possible, the steps to this end should be cautious and well considered. Any considerable raising of fees must be accompanied by the establishment of scholarships on a sufficient scale to obviate any danger of closing the avenues of high education to youths of ability but with restricted private means.

His Excellency in Council also approves of recommendations 12 and 13—

(12) That it be distinctly laid down that Native gentlemen of approved qualifications be eligible for the post of Inspector of Schools, and that they be employed in that capacity more commonly than has been the case hitherto.

(13) That Inspectresses be employed, where necessary, for the general supervision of Government, aided, and other girls' schools desiring inspection.

Here it may be remarked generally that in proportion as the Department withdraws from pushing its own institutions, its machinery for inspection will require strengthening. A grant-in-aid system postulates a thorough inspection of all institutions brought under it.

The other recommendations in this chapter (with the exception of 1) have the general approval of the Governor-General in Council. His Excellency in Council attaches much importance to the work done by Text-book Committees. The whole question of text-books, as discussed in paragraphs 375—388 of the Report, is deserving of the special attention of Local Governments.

External Relations of the Department—Chapter VIII of the Report.

30. With the principles embodied in the recommendations concerning the external relations of the Department (Chapter VIII) the Governor-General in Council generally concurs.

The outcome of the proposals, so far as they concern advanced education, when read in connection with those set forth in preceding Chapters may be stated thus:—That for all kinds of such education private effort should in future be increasingly and mainly relied on, and that every form of private effort should be systematically encouraged in such ways as these:—(a) by clearly showing that whilst existing State institutions of the higher order should be maintained in complete efficiency, wherever they are necessary, the improvement and extension of institutions under private managers will be the principal care of the Department; (b) by leaving private managers free to develop their institutions in any way consistent with efficiency and the protection of neighbouring institutions from unfair competition; (c) by insisting on all institutions maintained from public funds and under official management refraining from undue competition with corresponding aided schools by such means as charging lower fees; (d) by liberal rates of aid so long as aid is needed; (e) by co-operation in the gradual raising of fees, so that less and less aid may be required; and (f) by favouring the transfer to bodies of Native gentlemen of all advanced institutions maintained from public funds which can be so transferred without injury to education generally.

The Government of India does not advocate, nor does it understand the Commission to advocate, any hasty upsetting of existing arrangements; but it thinks the Local Governments may be required now finally and fully to accept these principles and to give effect to them as opportunity may offer; and in this conclusion it has the support of Her Majesty's Secretary of State.

31. The Governor-General in Council approves of the following recommendations which involve principles calculated to give effect to the general policy of the Report:—

11. That in ordinary circumstances the further extension of secondary education in any district be left to the operation of the grant-in-aid system as soon as that district is provided with an efficient high school, Government or other, along with its necessary feeders.

12. That it be a general principle that the grant-in-aid should depend—

- (a) On locality, *i.e.*, that larger proportionate grants be given to schools in backward districts;
- (b) on the class of institutions, *i.e.*, that greater proportionate aid be given to those in which a large amount of self-support cannot be expected, *e.g.*, Girls' Schools and Schools for lower castes and backward races,

18. That the following be adopted as general principles to regulate the amount of grants-in-aid except in cases in which recommendations for special aid have been made :—

- (a) That no grant be given to an institution which has become self-supporting by means of fees, and which needs no further development to meet the wants of the locality.
- (b) That the amount of State aid (exclusive of scholarships from public funds) do not exceed one-half of the entire expenditure on an institution.
- (c) That as a general rule this maximum rate of aid be given to girls' schools, primary school and normal schools.

30. That all Directors of Public Instruction aim at the gradual transfer to local Native management of Government schools of secondary instruction (including schools attached to first or second grade colleges), in every case in which the transfer can be effected without lowering the standard or diminishing the supply of education, and without endangering the permanence of the institutions transferred.

32 It is satisfactory to find that the principles of this important chapter are generally accepted by the Local Governments. There may be slight difficulties, however, in adapting some of them to existing local arrangements—thus recommendation 1 (that teachers in Non-Government Schools be allowed to obtain certificates by examination without normal training) is objected to in Madras, where there is a very complete system of normal training. But if the examination for certificates be properly conducted, the exceptions proposed in the rule might usefully be allowed. The matter is one for a conference to settle. Recommendation 2, regarding the mode of calculating grants to schools where the teachers, being employed by religious or charitable associations, draw no regular salary, is also objected to in Madras; but the Governor-General in Council thinks it right that a reasonable salary should be assumed as the basis of calculation in such cases. His Excellency in Council has already explained why he agrees with the Commission that the payment-by-results system is not suited to colleges. A careful revision of the grant-in-aid rules, made in consultation with managers of aided schools, should be carried out where this has not already been done. The policy laid down in recommendation 10 that the improvement and extension of private institutions shall be in future the principal care of the Department, meets with general acceptance, and His Excellency in Council hopes that real effect may be given to it. It should be understood that board schools and municipal schools are not private institutions in the sense contemplated by the Commission. What is wanted is to draw forth genuine private enterprise, and to encourage the transfer of Government schools and board schools to the hands of trustees who will interest themselves with their maintenance, and thus set free the funds of the public for the extension of education in other directions. It is not fostering education by private enterprise to give a school that has no endowment or subscription

—only its fee income—a grant sufficient to defray the balance of its expenses. Such a school is in fact a Government or board school. Hence the value of the principle that State aid should not exceed half the entire expenditure on an institution, those interested being thus compelled to raise funds to supplement the fee income.

33. The Government of India accepts the cautious and well-considered proposals of the Commission on the subject of the gradual withdrawal of Government from the charge of institutions of a high order, and especially from Colleges. These recommendations are quite in accordance with the policy of Government as explained in paragraph 10 of the Resolution appointing the Commission. It was said—

In pursuance of this policy it is the desire of Government to offer every encouragement to Native gentlemen to come forward and aid, even more extensively than heretofore, in the establishment of schools upon the grant-in-aid system; and His Excellency in Council is the more anxious to see this brought about, because, apart altogether from the consequent pecuniary relief to Government, it is chiefly in this way that the Native community will be able to secure that freedom and variety of Education which is an essential condition in any sound and complete educational system. It is not, in the opinion of the Governor-General in Council, a healthy symptom that all the youth of the country should be cast, as it were, in the same Government educational mould. Rather is it desirable that each section of the people should be in a position to secure that description of education which is most consonant to its feelings and suited to its wants. The Government is ready therefore to do all that it can to foster such a spirit of independence and self-help. It is willing to hand over any of its own Colleges or schools in suitable cases to bodies of Native gentlemen who will undertake to manage them satisfactorily as aided institutions; all that the Government will insist upon being that due provision is made for efficient management and extended usefulness. It will be for the Commission to consider in what mode effect can most fully be given to these views, and how the grant-in-aid system may best be shaped so to stimulate such independent effort, and make the largest use of the available Government funds.

It is left to the Local Governments to give effect to the recommendations on this subject gradually and as local circumstances permit. It is, as has been repeatedly declared, in no degree the wish of the Government of India to discourage high education in any way whatever. On the contrary it believes it to be one of its most important duties to spread and foster it. What it specially, however, desires is to secure assistance to the limited funds of the State by calling forth every available private agency in connection with every branch of public instruction. It is in connection with high education, and in view of the direct pecuniary advantages which it holds out to those who follow it, that the Government thinks it can most properly insist on the fullest development of the principle of self-help.

34. With reference to the modified conscience clause embodied in the proviso to Recommendation 25, the Secretary of State has decided that, as no practical difficulty has arisen from the absence of such a con-

dition in the Scheme of education laid down in the Despatch of 1854, the proviso had better be dropped. The following recommendation (26) may also therefore be dispensed with.

Special Classes—Chapter IX of the Report.

35. Chapter IX deals with the subject of Special Classes—(1) Native Chiefs and Noblemen; (2) Muhammadans; (3) aboriginal races; (4) low castes; and (5) the poorer classes. As to the education of the sons of Chiefs and Nobles, the Government of India will only remark that institutions designed for them should be entirely self-supporting. The Governor-General in Council has the subject of Muhammadan education at present under separate consideration; and will merely say here that, in view of the backward condition into which, in some Provinces, the members of that community have fallen, he thinks it desirable to give them in some respects exceptional assistance. The proposals bearing upon the education of aboriginal races are approved. His Excellency in Council attaches great importance to the provision of adequate educational facilities for children of low caste parents. In their recommendations bearing on this point in Chapter IX, the Commission re-affirm the principle that no boy be refused admission to any Government college or school merely on the ground of caste, and they recommend that it be applied with due caution to every institution, not reserved for special classes, which is wholly maintained at the cost of public funds, whether Provincial, Municipal or Local. They had already touched upon the subject in their recommendations under indigenous and primary education (Nos. 8, 9 and 14, Chapter III, and 25 and 26 of Chapter IV). In the case of aided schools the Commission, as already explained, propose to stimulate the admission of low caste pupils by requiring institutions, wishing to exclude them to register themselves as "Special Schools", by favouring schools which do not so register, and by requiring the maintenance of a due proportion between Special and other Primary Schools.

There are doubtless many parts of India, even at the present day, where much tact will have to be shown by the officers of Government in leading the managers of aided schools to throw their institutions open to low-caste children. It has been above explained that no compulsion is to be used, but it is hoped that by the exercise of that due caution on which the Commission rightly insist, and through the example set by Government and other schools supported by public funds, progress may be made in rendering the aided schools of the country available for all classes of the community. As regards the poorer classes generally, the Commission would make due provision for free studentships and special schools suited to their wants.

Female Education—Chapter X of the Report.

36. The Governor-General in Council has nothing to add to what the Commission say on the subject of female education (Chapter X). All their proposals appear to be suitable and are generally approved by Local Governments.

Legislative—Chapter XI of the Report.

37. In their Chapter XI the Commission discuss the question of legislation. The Local Governments appear to be unanimous in deprecating any special educational legislation at the present time. Under all the acts for settling the conditions of Local Self-government in Municipalities and rural tracts,—provision, more or less complete, has been made for education, and the wish is generally expressed that each Province should be left to work on the lines laid down in the local laws, and that any further legislative action should be deferred until it be seen whether the results are satisfactory or the reverse.

38. The Governor-General in Council is content for the present to accept in this matter the conclusions of the Local Governments, in reliance upon their hearty co-operation in the complete application of the principles now laid down by the Government of India with the approval of the Secretary of State. The local boards will therefore ordinarily form the school board for the area under their jurisdiction. It will probably be found desirable to appoint special educational committees of the boards, and some local enactments permit the association of outsiders on such committees with the members of the boards. The boards will also doubtless see it to be advisable to encourage the formation of school committees in connection with individual institutions or groups of institutions. The chief matter is that the Local Governments shall see that the boards give full effect to the policy of Government, and that they work the grant-in-aid rules equitably and liberally, maintaining the essential principles of the Government system, and encouraging the development of private enterprise in education. Their relations to the Department, and the position of inspecting officers must be determined by the Local Governments, having regard to the capacity and character of each board and the advanced or backward character of the tract for which it is appointed. The Governor-General in Council has no desire to insist on universal uniformity. As regards control of funds, most of the local enactments do not provide for a separate school fund. This will make it the more necessary for the Local Government to see that a clear understanding is come to with each board as to the provision to be made for education and the due appropriation of the Government subsidy. The working of the boards should be fully noticed in the Annual Provincial Education Reports.

Financial—Chapter XVI of the Report.

39. After all, the most important question in connection with the spread of Education in India is that of the provision of funds. The Governor-General in Council is glad to find from the Reports of the Local Governments that they are alive to the necessities of the case and ready to do what they can to meet them. The *Bengal* Government estimates that 14 lakhs of rupees of additional charge are required to enable it to do all it desires for primary and aided education. It hopes that 1½ lakhs of this burden will be taken up by the Municipalities of the Province, and for the rest it proposes to increase its own allotments as its resources permit, hoping in nine years' time to work up to the maximum. Bengal is a Province where private liberality has already come forward to some extent, and where the fees paid for education are substantial. But the Governor-General in Council is not without hope that the era of private enterprise in education is only now beginning in Bengal, and he trusts the Local Government will do all it can to elicit and encourage a large development of such effort. The *Madras* Government pledges itself in future to contribute for education five per cent. of its Provincial income. The payments from local funds and town funds are also expected to grow, and altogether it is anticipated that 21 lakhs of rupees per annum will be forthcoming in the immediate future as against 14 lakhs estimated by the Commission for 1881-82. The *Bombay* Government also promises to increase its allotment as its funds permit. The *North-Western Provinces and Oudh* Government has not yet submitted any financial report. The *Punjab* Government is unable to increase its payments. In the *Central Provinces* five per cent. of the Provincial income is to be set apart for education. The cess contribution is rising; towns are expected to contribute more largely; and considerable donations from private liberality have been received for the establishment of Colleges at Jubbalpore and Nagpore. In *Assam*, taking Provincial and local revenue together, about 5½ per cent. is given to education. The allotments have steadily increased. In *Coorg* and *Hyderabad* all the funds necessary in the backward condition of the Provinces are forthcoming. The rate of advance must everywhere be determined by the means of all kinds at the disposal of the Local Governments. In *Bombay*, the *Punjab*, and some other Provinces private munificence has been very prominent, especially in connection with higher education. The Government of India feels sure that there will be no falling off in this respect. The Local Governments should also, as far as their means permit, supplement this increased local effort by contributions from Provincial revenues. In urging on Local Governments a more liberal policy in regard to educational expenditure, the Government of India is aware that the policy is one, the proposed development of which was not

contemplated on the conclusion of the provincial contracts, under which education is purely a provincial charge. The Governor-General in Council will, therefore, should necessity arise, and should a review of the financial situation of any Local Government show that it is unable to increase expenditure on education to the extent contemplated, be prepared to consider any claims that may reasonably be put forward for assistance from Imperial revenues, and to deal with them in as liberal a spirit as the condition of Imperial finances at the time will permit. The Government of India, however, is confident that the several Local Governments will not make applications of this nature, unless, on a review of their whole resources, it is found to be inevitable. In the event of assistance being required, the government of India desires it, therefore, to be understood that this will be granted, not solely on the terms of the provincial contract in respect of education, but, with regard to the results of the contract as a whole, and to the present state and prospects of the finances of the Province concerned, as well as of the Imperial finances. In introducing the new schemes of Local Self-government, the Governor-General in Council has always deprecated any attempts to impose additional financial burdens on the local boards. It is, however, hoped that they will themselves, in view of their increased powers and responsibilities, be prepared hereafter to provide further funds for the extension of education, as circumstances may from time to time permit.

40. The Governor-General in Council has already conveyed to the President and members of the Commission the thanks and acknowledgements of the Government of India. The labours of the Special Committee who drafted the chapters of the Report are particularly deserving of cordial recognition. His Excellency in Council has now much pleasure in making public the following extract from a despatch from the Secretary of State :—

I am glad to avail myself of this opportunity to express my entire satisfaction at the manner in which the Commission have discharged the duty entrusted to them. They have examined with great care and impartiality the past history and present condition of education in every Province of British India (except Burma), and it is difficult to over-estimate the value of their labours. I request that your Lordship will convey my thanks to the President and Members of the Commission, official and unofficial, for the very important public service which they have rendered.

Order.—Ordered that the foregoing Resolution be communicated to the Department of Finance and Commerce, to the several Local Governments and Administrations, and to the President and Members of the Education Commission; and that it be published in the *Gazette of India*.

(True Extract).

A. MACKENZIE,

Secretary to the Government of India.

APPENDIX C.

The Government of India's Resolution on Education in India.

The following Resolution of the Government of India on the quinquennial review of education (1892-93 to 1896-97) by Mr. J. S. Cotton is published in the *Gazette of India* of the 4th November 1899 :—

The Government of India have carefully considered the quinquennial review of education (1892-93 to 1896-97) by Mr. J. S. Cotton. They have also obtained the figures for 1897-98 and 1898-99, as these years are important in respect of the effect of plague and famine on the educational statistics. It has been necessary also to consult the local reports more especially this year, as Mr. Cotton is lacking in Indian experience. The Government of India regret to observe that there is a marked departure in many respects from the principles laid down by the Indian Education Commission and accepted by the Government of India. It is desirable to indicate the principal points in respect of which Local Governments seem to have lost sight in any degree of the more important of these principles, and also briefly to indicate the general impressions left on the mind by this review.

2 In regard to Mr. Cotton's General Summary, the following figures are interesting as showing the progress which has been made during the last fifteen years, and also as indicating the influence of the calamities of famine and plague on the statistics of the later years (*cf.* paragraph 6 of Mr. Cotton's Review) :—

PUBLIC INSTITUTIONS.	1881-82		1896-97.		1898-99.	
	Institutions.	Pupils	Institutions.	Pupils	Institutions.	Pupils.
Colleges	85	7,382	160	18,783	168	20,681
Secondary Schools	4,122	222,097	5,267	535,155	5,382	566,603
Primary Schools (males)	83,591	2,070,963	97,881	2,892,264	95,197	2,820,421
Do. (females)	2,678	85,278	6,039	317,561	5,611	312,871
Training Schools (males)	97	3,563	139	4,497	134	4,369
Do. (females)	16	519	45	1,170	46	1,230
Other Special Schools	125	5,068	355	18,952	539	22,547
Total Public Institutions	90,714	2,395,071	109,886	3,788,382	107,077	3,748,722
Private Institutions	4,275	56,918	42,139	568,488	42,871	598,319
Grand Total	94,989	2,451,989	152,025	4,356,870	149,948	4,347,041

3. In regard to the controlling agencies, the following figures show the different provision made in different provinces :—

PROVINCES.	Indian Educational Service.		Provincial Educational Service.		Number that would be allotted if the officers were divided among the Provinces according to population.	
	No.	Cost per mensem.	No	Cost per mensem.	Indian Educational Service.	Provincial Educational Service.
		<i>R</i>		<i>R</i>		
Madras	19	16,893	32	10,850	14	35
Bombay	21	17,166	23	8,400	13	27
Bengal	27	23,333	113	29,250	31	71
N.-W. Provinces and Oudh ...	11	9,683	24	7,750	21	47
Punjab	8	6,650	17	6,100	8	21
Central Provinces	6	5,283	4	1,233	5	12
	92	79,008	213	63,588	92	213

It is clear that the provision for control made in some provinces is inadequate ; and in view of the very unsatisfactory state of primary and secondary education in the North-Western Provinces and Oudh (as will be seen later), attention must specially be drawn to the fact that that province is under-officered.

4. Turning to Inspectors, the following figures are of interest —

PROVINCES.	INSPECTING STAFF, 1896-97.				
	Inspectors.	Assistant Inspectors	Deputy Inspectors.	Sub-Inspectors.	Inspecting School-masters
Madras	4	9	62	...	255
Bombay	5	..	28	52	..
Bengal	6	10	48	210	479
N.-W. Provinces and Oudh.	5	9
Punjab	5	7	30
Central Provinces	4	..	25	3	1

Here again the North-Western Provinces and Oudh show most unfavourably. Inspection is practically neglected, if one may judge from the figures. It is doubtful whether adequate provision exists in any province except perhaps in Bombay. In Bengal the number of Inspectors of all sorts seems adequate ; but the quality of the agency is manifestly unsuitable. In paragraph 33 of the Review, Mr. Cotton correctly says : "The chief *Gurm*, having his own school to look after, cannot give sufficient time to the inspection of the other schools in his neighbourhood, while the *Pundits* are accused of favouritism, taking bribes and falsifying their diaries. The alternative recommended is the employment of additional Sub-Inspectors." In Madras the inspection work cannot be regarded as adequately provided for in view of the prevalence

there of the Grant-in-Aid system. The plan of committing inspection work to school-masters which is thus condemned in Bengal, and is nevertheless apparently growing in favour in Madras and Assam, is directly contrary to the views of the Education Commission which were accepted by the Government of India. The Education Commission in paragraph 141 of their report drew attention to the prevalence of the Aided schools in Madras, Bengal and Assam. And in paragraph 389 (9) they made this general recommendation: "That native and other local energy be relied upon to foster and manage all education as far as possible, but that the results must be tested by departmental agency, and that therefore the inspecting staff be increased so as to be adequate to the requirements of each province." The Government of India remarked in this connection that "a Grant-in-Aid system postulates a thorough inspection of all institutions brought under it." This is a matter which must not be lost sight of. It will take money to have a proper inspecting staff; and it will take time. But it is absolutely essential; and it should be kept steadily in view. Unless adequate inspection is provided for, there can be no confidence in the propriety of the expenditure or in the real progress of education. The Government of India must ask each Local Government to report separately on this important subject, showing how far the inspecting staff is adequate, and how it is proposed to improve it.

5. In respect to the "other controlling agencies" referred to by Mr. Cotton, the Government of India invite attention to the recommendations Nos. 15 and 16 made by the Education Commission in paragraph 369 of their Report regarding the duty of inspection by Revenue officers, and the desirability of inspection by other Government officers and private persons. Revenue officers are in no way relieved of that duty by the transference of schools from their charge to the charge of Local Boards. The District officer has many a burden laid on him, but Village schools inspection is a very necessary duty and must be insisted on. The duty of inspection is all the more incumbent on him, where his direct charge of the schools has ceased. And this duty is specially incumbent on him in respect to primary schools, inasmuch as the gentlemen who compose these Local Boards belong in many cases to the classes which naturally (with comparatively few exceptions) take little interest in the education of the humbler classes, or in the diffusion of purely primary education. Where Revenue officers cease to interest themselves in the cause of education, the administration of the Boards is (as Mr. Cotton says of Bengal) "not generally attended with success." Local Governments must see that this duty is not neglected, and should specially notice how far it is performed.

6. The constitution of the Universities, as set forth in paragraph 51 of Mr. Cotton's Review, shows clearly that, though they are not under the control of the Education Department, they are intimately connected with the Government. They are so constituted that the Government must be held in great measure responsible for their administration; and they are intended to co-operate with the Government in the advancement of higher education. They exercise the most powerful influence over High Schools and Colleges. They prescribe the courses of study for the Entrance Examination; and also for their Degrees, to which practically only students of affiliated Colleges are admitted. The variations in the standard for the Matriculation and Degree Examinations, referred to by Mr. Cotton in paragraphs 95 and 52 of his review, exercise, therefore, a serious effect on higher education, in respect of which the Local Governments ought to recognise at once their interest and their responsibility.

7. It is, however, mainly with the Colleges that the Government of India have to do in the present Resolution. The important figures for examination are those set forth in Mr. Cotton's Table XLVII (page 77) showing the "Result of University Arts

Examinations according to management of Colleges," and in his Table LIII (page 96) showing the "Expenditure on Arts Colleges." These figures show that the principles laid down for the final and full acceptance of Local Governments in paragraph 30 of Home Department Resolution No. 137, dated 23rd October 1864, are not receiving duly careful attention. It was laid down that for all kinds of "advanced education" private effort should in future be increasingly and mainly relied on, and that every form of private effort should be systematically encouraged in such ways as these: (a) by clearly showing that, whilst existing State institutions must be maintained in complete efficiency where necessary, "the improvement and extension of institutions under private Managers will be the principal care of the Department"; (b) by insisting only on "efficiency and the protection of neighbouring institutions from unfair competition"; (c) "by liberal aid and co-operation in the gradual raising of fees, so that less and less aid may be required," etc. Now these principles are inconsistent with the increase of expenditure from Provincial Revenues on Colleges under public management and with the small rise in fees during the quinquennium.

8. In a speech delivered in the Madras Council on the 12th April 1894, as reported in the local *Gazette*, Lord Wenlock (then Governor) said: "It has been said, with some truth no doubt, that, whenever it is a question of providing money for a Government institution, money is forthcoming; but whenever it is necessary for other institutions, the reply is always unfortunately *non possumus*.....If twenty-one people are knocking at the door of Government for relief, who is the person that is likely to receive attention from Government first, Government institutions or what I may call strangers? Of the twenty-one it is only natural that Government should be a little more tender-hearted to its own particular child. But when its child has been fed, I think we may be able to extend our attention to the other twenty." This is surely not to make the improvement and extension of institutions under private Managers "the principal care of the Department." Lord Wenlock's language would be appropriate in the head of a rival concern, but in the Home Department Resolution, dated 18th June 1888, it was distinctly laid down that "in this as in all other matters it is the policy of the Government of India to avoid entering into competition with private enterprise." The remarks of the Director of Education in Madras quoted by Mr. Cotton in paragraph 71 of his Review show also that the principles laid down in respect to fees have been lost sight of; and that Government grants have become in some cases "a virtual subsidy to the Managers of aided institutions, helping them to recoup a loss of fee income deliberately incurred." These remarks are not quoted because the Madras Government most manifestly transgress the principles laid down for guidance; but because they are perhaps the clearest statement of the transgression or neglect of these principles which the Government of India believe to be only too general. As a matter of fact, perhaps, the most manifest transgressor is the Government of the North-Western Provinces and Oudh, which has increased its expenditure from Provincial funds on Colleges under public management during the quinquennium by a larger amount than in the case of Primary Education. This neglect of principles plainly laid down for guidance cannot be permitted; and the Government of India must insist on the practical observance of the instructions contained in the Resolution above quoted.

9. In respect to Secondary Education the Government of India in paragraph 30 *et seq.* of Home Department Resolution of the 23rd October 1864, laid down clearly the following principle: "That the function of State effort shall henceforth ordinarily be confined to extending Secondary Education in cases where there is a local demand for this and local co-operation;" and in the Resolution of the 7th September 1894, attention was drawn to the principle which "has been accepted by the Govern-

ment that the Education Department should gradually withdraw from the direct management of Secondary Schools." The second statement of the principle is not the same as the first. The first only has been on the whole observed. It is true that the figures in Mr. Cotton's Table LXXVII (page 129) show that in the North-Western Provinces and Oudh there has been actual increase in the number of Secondary Schools under Government management. But in all other provinces there has been either slight decrease or no change. The marked decrease in the Central Provinces is attributed to the transfer of more than 20 schools from Government to District Boards; this may, however, involve no change of management at all. It cannot be said that the second statement of the principle under discussion has been observed. There has been no real withdrawal of Government from the management of Secondary Schools. There are strong arguments against complete withdrawal, quoted by Mr. Cotton from the Directors of Education in Bombay and Bengal (pages 139 and 141 of the Review), based on the fact that the well-managed Government Schools serve to keep up the standard of discipline in Aided Schools. These arguments in favour of maintaining existing institutions are worthy of the fullest consideration; and the Government of India, while maintaining the position that there should be no extension of the system, will not insist on the withdrawal from management where that is considered inexpedient. It seems specially expedient in most cases to have one such Government school in each district as a model.

10. In paragraph 22 of the Home Department Resolution of 23rd October 1884, the consideration of the expediency of instruction through the vernacular for boys whose education terminates with the middle course led the Government of India to commend to the careful consideration of Local Governments the proposal that in Middle Schools English should only be taught as a language, and even then only as an extra subject when there is a demand for it and a readiness to pay. These considerations have led to the existence of purely Vernacular Secondary Schools in every province except Bombay. In Bombay it is contended that, though in the middle stage the Vernacular is the medium of instruction, yet that, as the object of Secondary Education is the acquisition of English, it is well to begin it early. However this statement may be viewed theoretically, the figures for all provinces show that, as Mr. Cotton points out, it may be doubted whether there is any real progress in Secondary Vernacular Schools. The fact is that the circumstances of almost every occupation in life more and more tend to make even a smattering of English an advantage to a boy. The demand for English undoubtedly exists. In that case, however, the cost should be more fully met from fees and private sources than it is. The Tables LXXXVI and LXXXVIII (pages 160 and 163) for expenditure on English and Vernacular Secondary Schools seem to show that public funds are utilised unduly for the support of English education. The Government of India will be glad to have this matter specially considered by each Local Government and specially reported on.

11. In their orders on the Education Commission's Report, the Government of India stated that the bifurcation of studies recommended by the Commission was of special importance. The recommendation was that "in the upper classes of high schools there be two divisions—one leading to the Entrance Examination of the Universities, the other, of a more practical character, intended to fit youths for commercial or other non-literary pursuits." The information on this matter contained in Mr. Cotton's Review is meagre and unsatisfactory. Apparently little or nothing has been done in most provinces to give effect to the recommendation of the Commission. The only provinces which are shown to have taken any action in the matter are the North-West Provinces and Oudh and the Punjab. In the former the Allahabad University conducts a "School Final Examination," which is said to be growing in

popularity since its institution in 1894-95. Its course includes science; drawing, commercial subjects and an oral test in English. It is alternative to the Matriculation, and ranks with it as an Entrance Examination to the University. Apparently this examination may still lead to a University course. In the Punjab on the other hand, the University has instituted both an Entrance Examination in science leading to a degree, and a Final School Examination called the Clerical and Commercial Examination, testing fitness for business, offices, etc. So far as Mr. Cotton's Review shows, this is the only province in which this non-literary examination exists; and here it is conducted by the University. This subject demands more careful attention from Local Governments; and the Government of India desire to receive a report from each Local Government on the action taken.

12. Passing on to Primary education, the following figures, extracted from Mr. Cotton's Table I (page 8), showing the percentage of increase in the different classes of institutions, are very striking:—

CLASS OF INSTITUTION.		PERCENTAGE OF INCREASE IN	
		Institutions.	Pupils.
Arts Colleges	{ Males	13	+ 11
	{ Females	150	+ 93
Secondary Schools	{ Males	9	+ 13
	{ Females	1	+ 17
Primary Schools	{ Males	7	+ 13
	{ Females	15	+ 17

It is primary education which has the chief claim on the State; and the above figures must be regarded as unsatisfactory. The figures given in Table XCIX (page 181) show how backward Primary education still is throughout India. The percentage of the male population of school-going age attending Primary Schools is only 17·95, the lowest percentages being 8·76 in the Punjab and 6·83 in the North-Western Provinces and Oudh. In view of these figures, the rate of progress is wholly unsatisfactory. The figures for expenditure given in Table XXIV (page 31) also indicate disregard of the accepted attitude of Government towards Primary education. The increase in total expenditure has been 15 per cent. for the quinquennium; in colleges it has been 14, in the Secondary Schools 16, and in Primary Schools 15. The total expenditure on Secondary Schools is 114½ lakhs against 110½ lakhs on Primary Schools. It has been accepted that "Primary education possesses an almost exclusive claim upon Local Funds set apart for education, and a large claim on Provincial revenues" (Home Department Resolution of 7th September 1894). It is necessary to reiterate this statement; for the figures for Primary Schools showing the number of pupils and the expenditure are alike unsatisfactory. The North-Western Provinces and Oudh and the Punjab are the provinces that specially require improvement. As Mr. Cotton shows in paragraph 115 the matter had attracted the attention of the Lieutenant-Governor of the former province. The decision of the Government of India in favour of charging fees to scholars of all classes (making only special exemptions on account of poverty) also requires to be enforced (*vide* paragraph 17 of Home Department Resolution of 23rd October 1894). The Government of India desire to receive a special report on the state of primary education from each province.

13. The quality of the education in Primary Schools may perhaps to a certain extent be estimated from the figures as to the average cost of each pupil given in Table

OVI (page 207). This table shows that (excluding Burma, the circumstances of which are peculiar) the cheapest education is given in Bengal; and it is also apparently the least efficient. The Lieutenant-Governor is now (*vide* Bengal Government Resolution No. 2003-Education, dated 11th July last) dealing with this matter. Mr. Pedler's Report published with that Resolution shows that the quality of the Primary education of the Central Provinces is good. The information before the Government of India shows that Primary education is also good in Bombay and Madras. But it is desirable to have clearer information on this point than is available for the other provinces. The Director of each province must in future give a clear description, in his quinquennial report, of the kind of education given in the Primary Schools and of the progress in its character as indicated by examinations conducted on the lines laid down by the Education Commission in recommendations Nos. 7 and 9 (paragraph 124 of their report) which were especially noted and accepted by the Government of India.

14. Mr. Cotton remarks that "the system of Primary Examinations is very complicated." It would perhaps be more accurate to say that the information supplied regarding these examinations is very meagre and indefinite. Nor can it be said that the subject of Secondary Examinations is very satisfactorily treated in the Review. The whole question of examinations is one of great importance; and the Government of India desire to invite special attention to it, and direct that the system of both Primary and Secondary Examinations be fully considered and reported on by each Local Government. The character and effects of these examinations have attracted attention all over India. In the North-Western Provinces and Oudh this question has formed the subject of an inquiry resulting in Resolution No. 262, dated 27th June last. In Madras a part of it has formed the subject of an interesting discussion to which reference is made in the Education Report for 1897-98 (paragraph 69). There is a strong impression in many influential quarters that the present system fosters "cramming" in the earliest years of a boy's education and subordinates educational work almost from the first to public examinations. This is a matter that calls for most serious consideration. The Government of India must, therefore, ask every Local Government to submit a clear report on the system actually in force, to compare it with the principles laid down by the Education Commission in paragraphs 124 and 283 of their report, to examine its operation and effects in the light of experience and of the opinion of the best educational authorities of the province, and to make such recommendations as may seem expedient. The whole question will then be considered by the Government of India and final orders will issue.

15. It is convenient at this point to examine the information regarding the education of girls. Mr. Cotton points out that, owing to the large proportion of Europeans and Native Christians to be found in Secondary Schools for girls, it is necessary to turn attention mainly to the statistics for Primary Schools. These show indeed that progress is being made, but that it is very slow. The percentage of increase in the number of girls in public institutions in the preceding quinquennium was 27 and in the present quinquennium only 17. The proportion of girls in public institutions to girls of school-going age was 1·58 in 1886-87; 1·80 in 1891-92; and 2·10 in 1896-97. The observations of the Director of the North-Western Provinces and Oudh quoted in paragraph 214 of the Review are worthy of attention as indicating the causes of the unsatisfactory state of female education in that province. These are, (1) the indifference of the people, (2) opposing social customs, (3) the want of schools, (4) the want of trained teachers, and (5) the want of earnest effort on the part of Government. The same causes undoubtedly operate elsewhere; and, in view of the very unsatisfactory state of things in other provinces, general attention is invited to these remarks.

16. The character of the information supplied regarding Training Schools as set forth in paragraph 139 of Mr. Cotton's Review is unsatisfactory ; and an effort will be made to prescribe definitely the form in which information is in future to be submitted. This, however, is not the only case in which the prescribed forms require revision so as to make the information more intelligible and useful ; and the whole question of their revision will be taken up separately. The facts regarding Training Schools as set forth in paragraph 140 of the Review do not indicate that this important subject receives the attention which it deserves. In Madras, Bombay and the Central Provinces more attention has been given to it than elsewhere ; but even in these provinces much remains to be done. The Governments of Bengal and the North-Western Provinces and Oudh are now turning attention to this matter ; and the results of their action will be watched with interest. The recommendations of the Education Commission (No. 15, paragraph 224, and No. 21, paragraph 389) regarding Normal Schools for teachers in both Primary and Secondary Schools are commended to Local Governments ; and this is another point in respect to which the Government of India desire to have a special report.

17. Attention is invited to the views of the Government of India regarding scholarships as expressed in paragraph 24 of Home Department Resolution of the 23rd October 1884. The object before Government was that "Provision should be made by means of a proper system of scholarships for the rise of youths of proved ability from the lowest to the highest grade of institution." It was pointed out that the funds available "ought in any case to be so distributed that ample facilities for obtaining a good Secondary education are held out to a large number of youths in the lower schools. The provision for scholarships tenable during a University course need not be so liberal." The recommendations of the Education Commission to give effect to this subject were approved by the Government of India. These recommendations are contained in paragraph 283 (12 to 14) and paragraph 338 (14) of their report. The following figures taken from pages 102, 170 and 216 of the Review are instructive in this connection :-

PERCENTAGE OF TOTAL EXPENDITURE
ON SCHOLARSHIPS DEVOTED IN 1896-97 TO

PROVINCE.	Primary Schools for Boys.	Secondary Schools for Boys.	Arts Colleges.
Madras	1	22	31
Bombay... ..	14	38	20
Bengal	8	37	42
N.-W. Provinces and Oudh	1	46	36
Punjab	9	51	17
Central Provinces ...	13	65	15
Burma	13	22	19
Assam	7	44	38
Coorg	2	...	62
Borah	2	78	20
Average		41	30

It will be observed that the order regarding the preference to be given to Secondary education is overlooked in Madras and Bengal and does not receive sufficient consideration in other provinces. The figures for Coorg are exceptional and require explanation. Again, if the figures in column 2 of Table LVIII (page 102) of the Review be compared with those in Table XXV on page 33, it will be seen also that

Bengal has considerably exceeded, and the Punjab has reached the 2 per cent. limit fixed by the Education Commission for Scholarships tenable in Arts Colleges to which attention should be drawn. The Government of India must insist on their orders being observed.

18. The other sections of Mr Cotton's Report do not call for special comment from the Government of India. The Local Governments will no doubt give them due attention. There are defects in the preparation of this Quinquennial Report which will be provided against in future. But the report makes clear the great need that exists for steady general supervision to keep the local Educational Departments faithful to the broad lines of the declared policy of Government. Its perusal gives an unfavourable opinion of the progress that has been made, of the manner in which previous orders of the Government of India are observed by Local Governments, and of the general system of management and control. Local Governments have not only in many respects neglected the principles laid down by the Government of India, but have also divested themselves of responsibility and left educational administration in the hands of subordinate authorities or of irresponsible and sometimes incompetent persons. Among the special points that attract attention are the small progress made in Primary education, the weakness and inefficiency of the system of inspection, the contradictory and chaotic condition of Provincial management, and the inadequacy of Training Schools and Colleges. The Government of India have invited attention to specific rules and principles which have been ignored, and have asked for special reports on particular subjects. They trust that this may lead to a sounder system of educational administration.



